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THE UNIVERSITY OF ALBERTA

COORDINATION OF HIGHER EDUCATION IN ATLANTIC CANADA

by

© CLAUDE R. CLARKE

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

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FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled COORDINATION OF HIGHER EDUCATION IN ATLANTIC CANADA, submitted by CLAUDE R. CLARKE in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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ABSTRACT

The purpose of this study was to describe the development of a coordinated system of higher education in the Atlantic region of Canada as it evolved through the decade of the 1960's under provincial coordinating agencies to the present network under the Maritime Provinces Higher Education Commission. The study, concerned with changes in both coordination structures and process, investigated four specific areas: (1) antecedents to regional coordination; (2) significant events and key decisions in the development of region-wide policies on higher education; (3) change in agency functions expected to result from the reorganization; and (4) issues and problems arising from the changes.

The research was conducted through the use of several data-gathering techniques. The investigation began with a documentary search, was followed by interviews in the field and was completed with a broader questionnaire survey. Perceptions or opinions pertaining to the major areas of inquiry were solicited from key officials representing government, coordinating agency and institutional levels of each of the provinces of New Brunswick, Nova Scotia and Prince Edward Island.

The analysis of the data collected by the interview and questionnaire surveys provided the basis for (1) the identification and ranking of the determining factors of change in coordination arrangements; (2) a comparison of the extent of agency involvement, actual and expected, in various coordinative activities; and (3) the ordering and detailed description of consequential issues. Data analysis included the use of means, standard deviations and frequency distributions as well as analysis of

variance (F and t tests).

An examination of the emergence of provincial higher education systems revealed that during the 1960's each of the three provincial governments took steps designed to more efficiently rationalize and coordinate its institutional network. The approach and mechanisms used by each have differed as have the results of these efforts. Nova Scotia has not had the same success as New Brunswick and Prince Edward Island in its attempt to bring together the diverse elements of its more complex system. Although the existence of a large number of universities in an area of limited population and resources has been a contributory factor in these developments, it was the increased dependence of each institution on government funds that was perceived to be the factor most responsible for the action taken.

In the move towards a regional system of coordination, the greatest thrust came from the three premiers acting jointly through the Council of Maritime Premiers. The catalyst for the change was the Maritime Union Study which incorporated a recommendation supporting the move from the Association of Atlantic Universities. The action taken by Council was prompted to some extent by the desire for increased economic benefits, but the need to demonstrate the viability of the Council was also perceived to be an important motive.

Considerable variation in the perceived extent of involvement in major task areas by provincial agencies was found. The differences were statistically significant in 17 out of 26 activities and ten of these involved all three provinces. In most cases the New Brunswick agency provided the greater contrast, being viewed to be more extensively involved in a majority of activities. The provincial respondent groups, however,

were in agreement on the extent of involvement expected of the regional agency with differences of statistical significance being observed in only two task areas.

When provincial agency involvement was compared with expected regional agency involvement within each province, significant differences for at least one-half of the 26 items were found for each province. In all cases the change was in the direction of an increase and the results of the analysis indicated that Nova Scotia and Prince Edward Island expected more pronounced changes in more activities than did the New Brunswick group.

The major issues confronting the Maritime Provinces Higher Education Commission, as identified by the interview and questionnaire surveys, were concerned with the credibility of the Commission, the reconciliation of provincial priorities with regional needs, the determination of authority relationships among the various constituents of the coordination system and the development of a regional financial plan.

The recommendations suggested by this study focused on a number of broad proposals directed toward the resolution of the issues described. The chief suggestion having greatest region-wide implications was the creation of a consultative system that would provide effective linkages between the various elements that make up the regional higher education system.

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CHAPTER 1

INTRODUCTION

Background to the Study

Ten years ago higher education in Canada was in the midst of a boom period. All efforts in each of the provinces focused on the problem of accommodating unprecedented numbers of high school graduates. The major concern of government--both federal and provincial--was the provision of funds to cover the escalating costs of expanded facilities and new institutions. At the institutional level there was a constant struggle to find more places for the flood of offspring from the World War II baby boom. With such preoccupation on both sides, there was little time for planning and little concern for coordination.

By the close of the decade the records established bear witness to the success achieved by both parties in their efforts to meet the rapidly rising demand for places. In the relatively short period of ten years enrolments in all Canadian institutions of higher education had almost tripled but not without substantial government expense. Peitchinis (1971) in his study on the financing of higher education in Canada noted that between 1960-61 and 1969-70 the operating expenditures alone for all higher education institutions increased from $230 million to $1,335 million, a rise of 480 percent.

Capital expenditures were just as substantial as more universities, colleges and institutes were created in the decade of the

1960's than in all the previous years of the Canadian Confederation. Willing or not, governments and institutions had become partners in a massive enterprise. From a government point of view it was perhaps inevitable that as their investment grew so did their determination to have greater control over it. They could no longer afford to allow the public's great interest in educational development to be satisfied by mere chance.

The end of the 1960's signaled the beginning of a new or, at the very least, different era that the literature variously describes today as the quiet revolution, a plateau or a time of retrenchment. Regardless of the label, the message appears to be essentially the same: higher education has entered a period of adjustment and self-examination that is the direct aftermath of a period of dynamic growth. Patterson (1974:4) has described it as "a reverse historical phase which seems to embrace interinstitutional coordination and cooperation as a necessary step for completeness."

This new era has been characterized by a different set of economic, political, demographic and educational conditions that in concert are bringing about some major changes in attitudes, patterns and structure in the Canadian higher education network. It has also been marked by the surfacing of genuine concerns about the proper relationship between governments and public institutions of higher education. Moreover, it has generated a climate of uncertainty, frustration and, in some cases, distrust that Hurtubise and Rowat (1970:90) term a "crisis of confidence" between universities and governments.

The government position has been influenced by a number of new conditions and attitudes. All across the country governments are facing mounting demands on the public purse from all public services. There is now less concern about potential shortage in the highly qualified manpower sector and more concern about the swelling unemployed in the less-skilled categories. It seems that society no longer places great faith in the link between economic growth and investment in higher education. Now the demand for more places has been replaced by a call for more accountability. Inflation too has struck hard at higher education, adding a new urgency to the provinces' quest for economy and efficiency. After years of open-handed funding, governments are unanimous in their stance that they are neither willing nor able to continue support at the level expected by institutions.

Changes at the institutional level have been no less dramatic as adjustments are made to the new times. In marked contrast to conditions of the mid-sixties, enrolments of traditional college age students have stabilized or decreased. In some provinces where grant formulas are based on "head counts," keen competition for prospective students has developed in attempts to fill the excess capacity. Competition for both students and funds among higher education institutions has greatly increased with the rise to prominence of two-year colleges. Receiving strong support from both the government and the general public, this alternative has added a new dimension to the higher education network greatly increasing its diversity and complexity.

Perhaps the most significant change at this level has been the decrease of institutional autonomy. With the pressures to absorb growth subsiding--rather unexpectedly in some cases--the problems of adaptation to stabilized or declining growth made the institutions even more dependent on government and interdependent on each other. As one might expect, the transition has not been without conflict.

During the decade of the 60's institutions of higher education slowly yielded to the pressures from the public and government for greater participation in the critical decisions that shape higher education. Wilson (1972:46) described this trend, its outcome, and an underlying concern:

> Many of the urgent issues and problems cannot be dealt with adequately by individual institutions acting unilaterally, and piecemeal approaches do not yield satisfactory patterns. With the growing collectivism of modern life, more and more decisions and actions affecting the present and future of higher education are being transferred from the private to the public arena, and from the local to the state or national level.
>
> One evidence of this trend has been the widespread formation in recent years of statewide boards, commissions or councils designed to give policy direction to public higher education. In our kind of society, the emergence of such agencies has been inevitable, but we should not blink the fact that such agencies often reduce the authority of the boards, administrators and faculties of individual institutions.

The point to be made is that as relationships and pressures change so do the structures. The question is no longer whether there will be coordination but rather how much, by whom, and by what means. At issue is the form and function of such coordinating agencies and the authority they require to effectively plan and coordinate the development of higher education systems.

In seeking answers to questions concerning the form and

function of coordinating bodies in higher education, there is a fundamental problem. Institutions have been hesitant to take a realistic look at what the division of responsibility ought to be within a province or region. Governments on the other hand, losing patience with their public institutions, have been known to hastily create new forms of coordination without sufficient consideration of undesirable effects. The result has been that these movements toward greater coordination have occurred mostly without benefit of careful analysis of the forms and processes entailed.

In Canada the form and functions of coordination structures in higher education have been changing at a rapid pace over the past decade. Just in the past two to three years eight provincial governments made significant changes in their arrangements for coordinating university and college affairs. In all but one case the changes have occurred within provincial boundaries.

The most recent and perhaps most radical of these changes involved joint action on the part of three of the Atlantic provinces. During the spring of 1973 it was decided that higher education would be coordinated on a regional basis. Subsequently, legislation establishing a regional commission was enacted in the legislatures of Prince Edward Island, Nova Scotia and New Brunswick. In April of 1974 the Maritime Provinces Higher Education Commission became the official single coordinating agency for the three provinces and shortly thereafter the three provincial coordinating agencies ceased to exist. This research focuses on developments and issues that pertain to the evolution, structure and functions of this regional agency.

The above overview provides the background against which this study is set. It has identified some of the general questions and issues which have prompted this inquiry and given it some direction.

The Purpose of the Study

This study was designed for the purpose of describing the development of a coordinated system of higher education in Atlantic Canada as it evolved through the 1960's under provincial coordinating agencies to the present network under the Maritime Provinces Higher Education Commission.

For purposes of analysis four major areas of inquiry were delineated as follows:

1. Antecedents to the regional coordination of the system;
2. Significant events and critical decisions that led to the establishment of the regional commission;
3. Major task areas and expectations of the regional agency as viewed by respondents from the higher education community; and
4. Issues or problems that have region-wide implications.

The intent of the study was, therefore, to examine both the change in structure and in the coordination process that is expected to result from the restructuring.

The Significance of the Study

> The centre of gravity in higher education is moving upward from the single institution to the coordinating body responsible for a broad range of institutions within a single system. Yet the emergence of these coordinating devices has been largely unexamined; perhaps because the problems of higher education as a system are just now beginning to surface. The need for study of these bodies is clear: they may in the long run have a decisive effect on the shape of the future of higher education (Perkins, 1972:iii).

The above extract from the foreword of the book Higher Education: From Autonomy to Systems describes a phenomenon that is worldwide in occurrence. It is, moreover, just as applicable to smaller, provincial or regional systems as it is to larger ones at the international level. The underlying assumption of the book is that systems of higher education of different countries can learn "lessons of coordination" from each other. Perkins recognizes that a country cannot always solve its problems by borrowing directly from the experiences of others but he sees value in looking at them in a frame of reference wider than mere self-examination permits.

The same holds true for provinces or regions within a given country and herein lies one significant aspect of this study. Despite some obvious provincial differences, it is useful to examine the different approaches to common problems in Canadian higher education. Such studies of the coordination of provincial or regional systems in Canada are particularly important and necessary at this time because eight of the ten provinces have made substantial changes in their arrangements for coordination since 1972 in response to new conditions and new problems. Therefore, this study will hopefully contribute to a more complete description and understanding of Canadian coordination mechanisms.

A study focusing on the emergence of the Maritime Provinces Higher Education Commission was all the more significant in that it is the first interprovincial agency of its kind to be created by statute. The progress of this unique undertaking in regional coordination will undoubtedly be followed closely by other areas

of the country where similar needs and demands are emerging. With knowledge of the benefits and problems associated with a change to a regional arrangement, other areas should be in a better position to assess their own possibilities for joint action in relation to the experiences of the Maritime region.

The study is expected to be of practical value to the new Commission in the crucial beginning years of its operation. It will provide input with respect to its origin, major task areas, role expectations, and immediate concerns--as perceived by key persons in governments and institutions.

The study should provide the basis for other investigations of the college and university systems in Atlantic Canada--an area where little research of this nature has been conducted to date. The groundwork will have been laid for future study, perhaps five years hence, that would evaluate the work of the regional commission.

Definition of Terms

Although there was no need to develop a new set of terminology for this study the special usage of some terms in specific contexts requires further amplification.

Coordinating agency. This term is applied to the legally constituted bodies interposed between governments and their public higher educational institutions for the purpose of interrelating and unifying policies and actions in such functional areas as planning, budgeting and programming. In Canada provincial coordinating agencies now are named either councils or commissions. As of 1974 each province

except Alberta and Newfoundland had established an intermediary agency separate from government departments. The Maritime Provinces Higher Education Commission (MPHEC) is distinct in that it is the only regional coordinating agency in Canada. Unless otherwise specified the term "agency" is used throughout as inclusive of appointed members who serve on a voluntary basis and also the permanent staff, executive officers or secretariat.

Higher education. When this term is used with reference to a particular coordinating agency, it includes those institutions that come under the jurisdiction of the agency concerned. Otherwise it is used in the broad sense to connote all sectors of education beyond the high school level but with emphasis on university and college education.

A system of higher education. A provincial system of higher education is interpreted to consist of three interdependent elements or levels: a government department or division responsible for policy formulation; a coordinating agency (if one exists); and, the institutions that are coordinated by the intermediary body. A regional system of higher education is considered to have the same elements but is distinguished by its interprovincial composition incorporating at least two provinces.

Coordination. For purposes of this study coordination in its broad and general sense is viewed as the process that interrelates, unifies, and regulates action to achieve some predetermined goal. In a given provincial or regional system of higher education, coordination

as performed by the intermediary agency relates the elements of the system in terms of the whole, interrelates parts within the system and relates the elements and the system to the environment. In a later chapter the use of this term in relation to the concept of planning has been explained in more detail.

University and college. Whenever it is necessary to distinguish specific sectors of higher education in connection with the above terminology, the terms "university " and "college" are used. University is distinguished from a college primarily by its degree-granting status.

Atlantic provinces. This term refers to the eastern Canadian provinces of New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland.

Maritime provinces. This is the common appellation for the provinces of New Brunswick, Nova Scotia and Prince Edward Island.

Delimitations

The study is restricted to those events, decisions and issues that relate directly to the development and coordination of higher education in three of the Atlantic provinces: New Brunswick, Nova Scotia and Prince Edward Island. Newfoundland has no coordinating agency of its own and for the moment has elected not to join its neighbors under the umbrella of the Maritime Commission. Reference to this province and its institutions is limited to those situations where their inclusion provides for a more logical and more complete description of the total Atlantic region.

The study is focused only on those institutions or system that are recognized by Schedule "A" of the Maritime Provinces Higher Education Commission Act which specifies the institutions which come under the jurisdiction of the Commission.

Schedule "A"

Part I
- Acadia University
- Dalhousie University
- Mount Allison University
- Mount Saint Vincent University
- Nova Scotia Technical College
- Nova Scotia College of Art and Design
- St. Francis Xavier University (Antigonish)
- St. Mary's University
- St. Thomas University
- University of King's College
- Université de Moncton and its affiliates
- University of New Brunswick
- University of Prince Edward Island
- Atlantic Institute of Education
- Atlantic Technological Institute

Part II
- Holland College
- Nova Scotia Agricultural College
- Nova Scotia Teachers College
- College Sainte Anne
- Nova Scotia Land Survey Institute
- Maritime Forest Ranger School

The time frame of the study is limited to the period extending from the early sixties when the first formal structures for coordination were established to the time when the MPHEC went into operation in 1974. Mention of other historical events is made where it has helped to clarify the trends and events of this 15 year period.

Limitations

Limitations on the validity of conclusions and recommendations drawn from this study were imposed by a number of factors:

1. Topical and chronological scope. Being essentially a descriptive historical study of specific developments in the Atlantic region over a specific period of time, there is no justification for claiming wider applicability to another time or another situation.

2. Data-gathering techniques. A major part of the data gathered by interview and questionnaire sought the perceptions of respondents from different levels of the higher education community. It was assumed that the views expressed when taken collectively were an accurate portrayal of the actions and policies at the respective levels. The dual roles filled by some respondents made it difficult for them to categorize their response by level. Also, in a few instances data which might have been significant were not obtained due to the inaccessibility of the source.

3. Timing. Data-gathering took place approximately six months after the new regional commission began operations. At the time there was some degree of uncertainty and confusion about the change, and feelings in some quarters were running high in both support of and opposition to the move. Thus the contribution that respondents were able or willing to make might well have been affected. The possibility existed that respondents at this time may have been more reluctant to express certain opinions or more likely to be influenced by personal bias. Indeed, there may not have been sufficient time for them to become fully informed.

The researcher did not find the above factors to be severe limitations but to the extent that they did exist they have accordingly placed restrictions on the validity of the findings.

Organization of the Chapters

Chapter 2 contains a review of the related literature with the emphasis on recent developments and findings in the Canadian setting. Consistent with the purpose of the study special attention has been given to the emergence of systems, the evolution of coordinating mechanisms and the functions they perform. As background to the conceptual framework the chapter concludes with a discussion of the merits of several theoretical models of coordination and their potential relevance to this study.

In Chapter 3 a conceptual framework for the study is developed and the research methodology is described. In particular a rationale for the general research design is presented, the development and use of the research instruments are outlined, and the collection and treatment of data are discussed.

Chapter 4 is a profile of higher education in each of the provinces of the region. It is a description of the higher education network of institutions, their past and contemporary structures, their evolving character, and the distinctive features of their tradition and setting.

In the next three chapters the development of the regional pattern of coordination is described in a manner consistent with the data analysis. The order of presentation was derived from the conceptual framework, and for the most part was consistent with the four major areas of inquiry set forth in the problems statement. The sequence and topic arrangements were also consistent with the major divisions of the questionnaire that was developed for this study. Thus, Chapter 5 deals with the antecedents to and the

evolution of the Commission; Chapter 6 describes its major task areas and how they were perceived; and Chapter 7 is an examination of issues and problems arising from the development.

The final chapter is a summary of the study containing conclusions and major recommendations.

CHAPTER 2

REVIEW OF RELATED LITERATURE

I. INTRODUCTION

Most countries today are confronted with the problems of coordinating and planning an emerging or growing system of higher education. No two countries--or, for that matter, states or provinces--have responded to these problems in the same way. But the experiences of each are valuable lessons for all.

The above view is the essential message of a recent book, Higher Education: From Autonomy to Systems, edited by J.A. Perkins. From an extensive review of system coordination at state, regional, national and international levels, Perkins concluded in his summary statement:

> Coordination and consolidation are the order of the day for most countries, while decentralization and increased autonomy are the course for others. These two tendencies will meet somewhere in the middle between autonomy and political authority. The instruments for managing a semiautonomous system are in the process of being developed. These experiments should be watched carefully because all countries will face more or less the same questions, whether they are in the process of decentralization or coordination (1972:365).

In countries like Canada, the United States and Great Britain the institutions of higher education have had a common tradition of substantial autonomy. Over the years this independence has steadily diminished so that today all are experiencing the effects of a move to greater system development and coordination. The movement in Canada has lagged somewhat behind developments in the other two

countries and to some extent has been influenced by lessons from both British and American practice. Nevertheless the character of emerging Canadian systems is quite unique.

This review has focused primarily on the growth of Canadian systems; on the evolution, form and function of their coordination mechanisms; and on the findings of research relating to these developments. Current trends and issues of coordination that are common experience of other countries like Britain and the United States have been included where appropriate. The chapter concludes with a brief review of coordination models.

II. EVOLUTIONARY PATTERNS IN THE DEVELOPMENT OF COORDINATION SYSTEMS

The Canadian Tradition

Ever since the British North America Act of 1867, the provinces were constitutionally responsible for higher education. It clearly established the principle that provincial governments had the right and duty to make sure that adequate university facilities were available to their citizens. The Western provinces and, to a lesser extent, Ontario quickly assumed this responsibility by creating provincial institutions to be predominant at the higher education level. In Quebec, the Maritimes and, to some extent, Ontario provincial authorities traditionally left the development of higher education to sectarian interests that were largely dependent on church and private support.

Almost a hundred years passed before most provincial governments began to take their constitutional responsibility in a serious

way. Prior to the 1960's universities had firmly established themselves as highly autonomous institutions, associating with each other and with governments in very informal ways. In many respects their relationship with the federal government was closer than with provincial authorities, brought about by the method of fiscal support from Ottawa. Universities readily assumed a Canadian identity but were less conscious of themselves as provincial institutions. The events of the 1960's were to drastically change this picture and, although now a matter of history, these developments are still the subject of active study and debate among those who seek to understand their full impact on the system that exists today.

The change in tradition. It is only since the mid-sixties that the literature makes any direct reference to a system of higher education in a provincial context. Corry (1966:5) was one of the writers at the time who recognized two significant developments in progress. He pinpointed them as:

1. the emergence on the academic scene of agencies of provincial governments concerned with education; and

2. the embryos of what one might call provincial systems of higher education.

The two phenomena are obviously related but they are not always treated together in the literature. How they correlate or which comes first in a cause-and-effect relationship is a question for debate that authors still have not answered. The two are perhaps so intertwined that any attempt to generalize from one system to another is fruitless. Corry (1966:6) himself was convinced that at

least two generalizations could be made on the matter of their coordination; he postulated that:

1. The more universities that are in a province, the more likely is substantial coordinating action; and

2. The more universities effect substantial coordination themselves, by agreement or self-denying ordinances, the more likely government intervention can be kept to a minimum.

Widespread recognition and acceptance of views like those expressed by Corry no doubt prompted the Bladen Commission to act on the matter. Following an in-depth study of financing higher education in Canada the Commission took the following position:

> We recommend that provincial governments through the [proposed] Grants Commissions try to develop a "system" of higher education rather than a congeries of quite independent and isolated universities. We recognize, however, the dilemma posed by academic freedom and provincial control. We have therefore recommended that the universities take the initiative in developing a co-ordinated system, and we suggest that the Grants Commission should support and encourage the universities in their efforts to do this (1965:80).

The stage was set. The key questions that remained to be answered were: (1) How much provincial "system" should and will emerge and (2) How much coordination of higher education should and will be undertaken by provincial commissions? Ten years later the pattern is perhaps more clear but the present state of flux makes it difficult to give final answers to these questions. The next section surveys the literature over this period in an attempt to find clues that would indicate the progress and present status of these two developments.

Emergence of System in Canadian Higher Education

Opinions differ widely on what constitutes a system of higher education, how systems develop and the extent to which they have emerged in Canada. From a review of the pertinent literature there seems to be agreement on at least the following:

1. "System" is a recent phenomenon in Canada that is evolving slowly in response to conditions in a new era.

Bissell supports earlier statements with this observation:

> When we talk of systems of higher education in Canada, we are talking about developments of the last ten years. . . . There is no natural tradition in Canada making for the development of large, interrelated centralized systems of higher education.
>
> . . . the dominating force for change was the realization that only through system could the individual institution survive in the new age (1972:192).

2. The first use of the concept of system in the literature was to describe a collection of universities within provincial boundaries. In larger provinces with more public universities dominating the landscape, system in this context was often equated with the provincial system, largely overshadowing the non-public and non-university sectors. The model of Ontario, with 14 provincially-assisted universities, was frequently cited to exemplify the basic features of a provincial system. Hare writes:

> In talking of systems of universities then, we inevitably mean provincial systems. The need to coordinate, to complement, not to duplicate is most effective within a province, not across the nation. . ... Clearly an Ontario system of universities is in being; there is a bureaucracy on University Avenue, a buffer committee, a vigorous minister and a massive commitment of funds (1968:25).

3. In the early stages of development there was a tendency to prematurely use the concept of system for what was at best a loose-knit association rather than a consciously coordinated organization of institutions. Bissell comments that:

> One could not in the early stages talk of a system in the sense of a coordinated and centralized program for the development of higher education. Such "systems" were largely the result of immediate response to crisis. On both the government and university level they tended to be tentative, ineffective, almost apologetic (1972:192).

4. The present state of system development in Canadian higher education is difficult to assess. If the change reflected in the following viewpoints is any indication, its growth has accelerated considerably over the past few years.

> Hare (1968:23). Here in Canada the universities are only part way toward thinking of themselves as a system or systems.
>
> Rowat and Hurtubise (1970:189). Canada has now moved from an era of the university as an isolated unit to the era of universities as a network or system.
>
> Trotter (1974:7). This is no longer a matter of controversy. All universities now recognize that they are part of a provincial or regional system and are prepared to deal on that basis with the provincial governments through which they get a substantial part of their operating funds and through which federal financial support is funnelled.

5. More recently and largely as a result of the growth in size and complexity of the higher education enterprise, the concept of a provincial system of higher education is assuming a broader meaning. This is manifested at a number of levels and is characterized by a degree of interdependence between levels that varies from province to province and region to region.

At the government level departments or divisions of advanced, post-secondary and continuing education have become part of the network.

At the government-university interface most provinces have established intermediary bodies to coordinate and mediate among the universities and to relate them to government.

In the area of inter-university relations, horizontal links have been formally established not only among university presidents but also among faculty and students.

In the area of inter-institutional relations most provinces are endeavoring to bring all sectors of post-secondary education into closer cooperation as integral parts of the provincial system.

Trotter (1974) recognizes the existence of such systems in the broader context that was outlined above. For his analysis, they are treated as co-existent systems most of which are comprised of these four elements:

1. Individual institutions.
2. Collectivities of institutions.
3. Intermediary bodies established by government.
4. Governments and government departments.

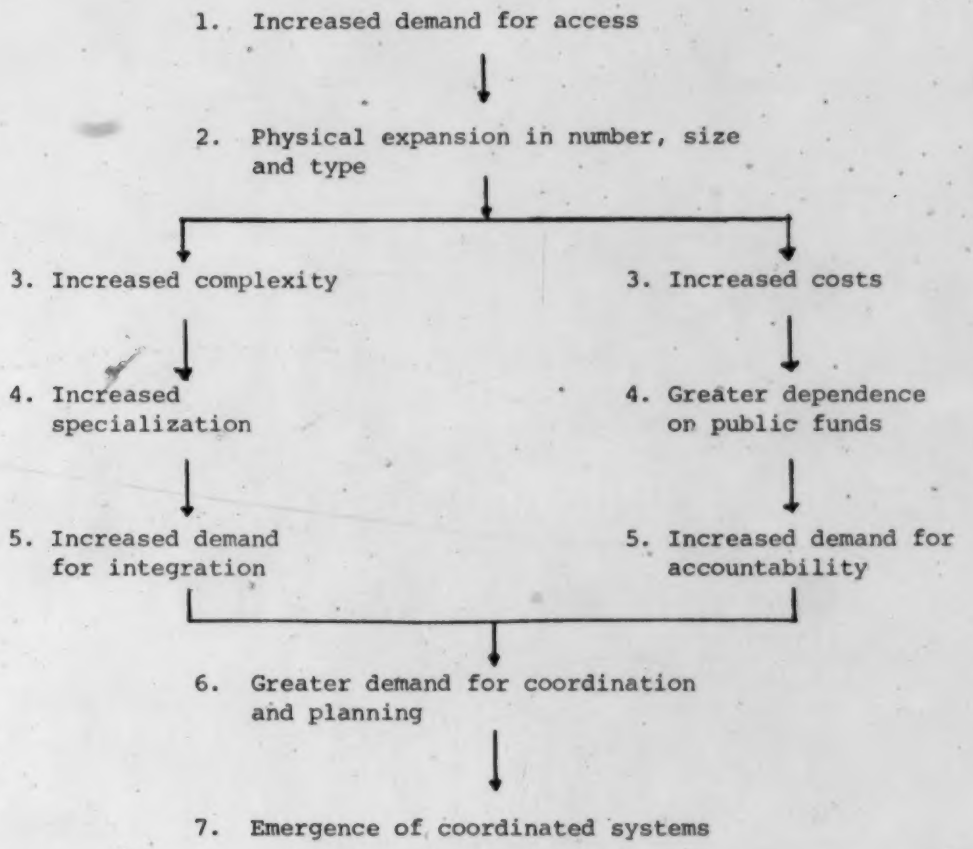
In summary, the observations and positions cited in this section support the view that a provincial system of higher education involves more than the existence of a number of semi-autonomous institutions that are performing similar or related functions. The statements acknowledge that there must be mechanisms for the integration, direction and coordination of the system. Governments, on the one hand, require machinery for dealing with the institutions, individually and collectively. Institutions, on the other hand, require an apparatus for discussing common problems and presenting their ideas

to government. Consequently, both voluntary and statutory bodies now co-exist in many provincial systems.

Rationalization of System Growth and Structural Change

Studies of the emerging systems of higher education in such countries as Canada, the United States and Great Britain have shown a similarity in the basic reasons underlying the emergence of these systems. Perkins (1970) and Smelser (1974) have separately attempted to bring together these common factors into a meaningful series of interrelated determinants that would have general application to system growth and change in most developed countries. The rationalization that each proposes follows in the next section. Perkins is concerned with the confluence of factors that provided the impetus for growth in the first place. Smelser is more concerned with the structural change that occurs with the continuing growth of the system.

A rationale for system development. Perkins (1970) applies a model that has been used in the study of organisms and organizations to show how growth leads to complexity and this in turn to specialization and integration. He describes the worldwide impulse that has promoted the development of systems at the national or state level as a set of determinants that relate to each other in a cause and effect manner. The sequence is presented below in summary form as two parallel trends, one affecting institutions and the other government interests. Thus, in Perkins' view, the need for coordination of our specialized institutions is one of the prime reasons for the development of systems. From the standpoint of his


1. Increased demand for access
2. Physical expansion in number, size and type
3. Increased complexity
3. Increased costs
4. Increased specialization
4. Greater dependence on public funds
5. Increased demand for integration
5. Increased demand for accountability
6. Greater demand for coordination and planning
7. Emergence of coordinated systems

rationale the critical concern is for achieving balance between the need to rationalize costs in terms of other demands on government funds and the demand for more diverse programs to better serve a variety of needs.

Authority and coordination in growing systems. Smelser (1974: 112-114) proposes a number of theoretical principles that he claims have general validity for most systems. He finds the propositions particularly useful for examining the recent history and growth of California's public higher education system. In summary form his thesis is that:

1. As an educational system increases its resources, organization and population, its need for coordination grows.

2. As the system grows in size and in the complexity of its units, it produces an authority structure that is at the same time more centralized and more bureaucratized.

For rapidly growing systems, Smelser sees potential problems arising from the fact that changes in authority structure may not correlate well or keep pace with changes in the system itself. Smelser describes the problem in these words:

> The process is uneven and irregular, with complex patterns of leads and lags. One part of the system may change faster than others, creating new problems of uncoordination, miscommunication, and conflict. In fact, rapidly growing social systems are forever threatening to outgrow the very structures designed to regulate their functioning, thus rendering these structures archaic and in need of reorganization (1974:114).

Recognizing that a system can outgrow the capacity of its regulatory structures to regulate, Smelser developed a model of an "ideal-typical" process of restructuring the system of authority and coordination. The five stages of the process are as follows:

1. At any given moment in the system's history, there exists a regulatory mechanism that has a given degree of centralization.

2. The system experiences a season of growth under this regulatory apparatus, and as it increases in scale it undergoes processes of segmentation and shifts in function.

3. When conflict breaks out, there is crisis of governance that cannot be resolved by the existing apparatus of authority and coordination.

4. In the heat of turmoil, authority is temporarily recentralized--that is to say, when conflict resists one level of authority, a

higher level either is summoned or intervenes.

5. After a period of cooling off and investigation, a new authority structure is devised with the hope of updating the regulative machinery and bringing it into line with the new realities of growth.

The model is as named an ideal one and is not intended to portray the exact phases in the creation of new regulatory machinery in a given situation. As a model it makes a series of important connections in the process that makes it useful in attempting to understand the dynamics of change in systems of authority and coordination.

III. CHANGE IN FORM AND FUNCTIONS OF COORDINATION MEHCANISMS

Historically the events marking the evolution of intermediary agencies in the form of committees, commissions or councils can be traced with more accuracy than the evolution of systems that was outlined in the previous section. In most cases these bodies were created by statute and details concerning their establishment and operation are generally well documented in various annual reports and special studies commissioned by government and university agencies.

Development of Coordination Mechanisms

One of the more in-depth studies conducted in Canada on the subject of government-university relations was jointly sponsored by a group of national organizations representing universities and colleges, their teachers and students. The study, published under

the title of The University, Society and Government, was conducted by commissioners Rowat and Hurtubise over a 15 month period extending from early 1968 to late 1969. Their investigation revealed that although circumstances differed from province to province there was a distinct pattern in the evolution of university commissions across Canada. From their observations four periods may be defined:

1. A period of independence marked by limited voluntary cooperation among institutions and few but direct contacts with government. This was an antecedent period that prevailed into the early 1960's.

2. The creation of advisory committees whose primary function was to make recommendations to government on the distribution of grants to institutions. This period centred around the years 1961 to 1963 and applied mainly to Nova Scotia, Ontario and British Columbia.

3. The creation of grants or higher education commissions in some of the other provinces to serve the same function but generally with greater authority in the area of resource allocations. Events associated with this period occurred mostly between 1966 and 1969.

4. The fourth period was viewed by Rowat and Hurtubise (1970) as the qualitative break in the evoluation. It is characterized by the expansion of powers and functions of established agencies into such areas as new academic programs, facilities and schools. This was achieved either by legislation or by virtue of their increased authority over financial matters. For most agencies this period occurred in the late 1960's or early 1970's; for others the change is still in progress.

These four periods obviously overlap but each manifests a distinctive trend or change in the coordination pattern. The major organizational forms that emerged over the total span of these four periods are described in more detail in the remaining part of this section.

Provincial advisory committees. In the early part of the 1960's, the provinces with a single university did not sense the need for an advisory or grants committee. In multi-university provinces, however, governments moved to set up appropriate machinery for the equitable distribution and administration of rapidly growing grants. In this way the Grants Committee in Nova Scotia, the Advisory Board in British Columbia and the Ontario Advisory Committee came into being. The Bladen Commission (1965:70) clearly spelled out the primary purpose of these committees to be: "to advise government on the aggregate needs of the universities, capital and operating, and to divide among the universities the total amount in fact voted by the province." The names, purposes and general design of these committees clearly reflected features of the British University Grants Committee that, in the eyes of many, had successfully performed its duties for almost 50 years. The British mechanism differed in that its membership was comprised of a majority of academic members. The membership of the Canadian committees was described by the Duff-Berdahl Report in this manner:

> The advisory committees already functioning are relatively small bodies with from three to ten members and with personnel drawn diversely from government, universities and interested third parties. The government appointees are often (though not always) active political figures and/or high civil servants from

> the fields of education and finance. The university appointees tend to be drawn from the ranks of presidents and members of the governing boards (1966:77).

With a forward look the Duff-Berdahl Report expressed the hope that with the gaining of experience and the building of confidence between government and universities, membership could gradually move toward a majority of academics.

Higher education commissions and university councils. In 1965 the Bladen Commission recommended that all provinces that had not yet established a grants commission should do so. There followed in a number of provinces a series of events that led to the implementation of this proposal to a degree that the Commission had most likely not anticipated. The creation of these agencies was typically associated with a combination of related events that included: (1) a flurry of provincial studies on higher education by special task forces; (2) the creation of new universities; (3) the experiences of provinces with established agencies; (4) the change in the system of federal support for institutions of higher education; and (5) perhaps a change in provincial government.

By examining the tables prepared by Beckman (1972) that were modifications of earlier versions prepared by Rowat and Hurtubise (1970), one can get a summary view of the significant structural changes that occurred during this period. A few selected highlights will serve to illustrate the nature and magnitude of these changes.

In Alberta in 1966 the Universities Act converted two branches of the University of Alberta into two separate institutions, and at the same time created a Universities Commission to act "as an

intermediary between government and universities and among the universities." In 1967, after major reorganization of their respective systems, both New Brunswick and Manitoba established commissions. Their appearance on the scene set a new precedent that Rowat and Hurtubise (1970) observed in this way:

> In most provinces the university commissions are only advisory bodies to the government. However, in three of the provinces (New Brunswick, Manitoba and Alberta), they also have executive powers, the main one being that they decide on the distribution among the universities of the total grant allocated by the government (1970:91).

A year or so later, Prince Edward Island and Quebec established provincial agencies of a similar nature. With only one university in both Newfoundland and Saskatchewan there was still apparently no need for an agency to mediate in their direct negotiations with government.

The advisory boards, commissions and councils described so far are often categorized as intermediary coordinating agencies. In provinces where they exist they form the key link in the coordination process. In many provinces there have also emerged two other elements of the coordination structure that should be included in this review. These are departmental agencies and voluntary associations.

Departmental agencies. The trend toward the establishment of government departments or divisions with coordination responsibilities in higher education began in the mid-sixties with the creation of the Department of University Affairs in Ontario. Since that time, as Table 1 shows, the movement has gained considerable momentum--especially during the first half of this decade. They have become a

Table 1

Trend in the Establishment of Departmental Agencies Responsible for Higher Education

Year	Province	Agency
1964	Ontario	Department of University Affairs
1965	Quebec	Directorate of Higher Education
1967	British Columbia	Division of Post-Secondary Services
1968	Saskatchewan	Branch of Applied Arts and Science
1971	Manitoba	Department of Colleges and Universities Affairs
1972	Alberta	Department of Advanced Education
1972	Ontario	Department of Colleges and Universities
1972	Saskatchewan	Department of Continuing Education
1974	Nova Scotia	Graham Commission recommended a Division of Universities and Colleges be established

Source: David Munroe, The Organization and Administration of Education in Canada, (Ottawa: Secretary of State, Education Support Branch, 1974.)

permanent part of the total structure in six provinces reflecting no doubt increased concern for the protection of government and public interest in higher education.

One can only speculate about the impact of this movement and how it is being viewed at the agency and institutional levels. Beckman (1972:84) predicted that "governments will surely opt for

direct control and establish departmental agencies for planning and coordination" if the intermediary agencies are unable to devote a major portion of their time to policy development.

In Alberta, for reasons that are not well established, this appears to be what has happened. Following the creation of the Department of Advanced Education, the government decided to dissolve its Universities and Colleges Commissions in 1973. Small (1972) conducted an in-depth study of the latter commission's activities and performance and found that it had demonstrated its ability to fulfill its duties given the necessary power. He recommended that the Commission not be replaced unless by a better alternative that would "not result in a shift towards centralization of the balance of control which currently exists with respect to public colleges" (1972:205).

Does this Alberta precedent forewarn the beginning of the next stage in the evolutionary process? With what appears to be a trial-and-error approach to the problem of determining appropriate coordination structures, any predictions of future changes are at best uncertain. As Beckman concluded from his study, it is the uncertainty about developments that affects the performance of such commissions:

> It appears that there are several extraneous circumstances which affect the efficient operation of many of the coordinating agencies in Canada today which tend to inhibit their achievement of objectives. Probably the major circumstantial factor might be identified as uncertainty caused by the changing nature of post-secondary education itself (1972:82).

Voluntary associations. During the period of the sixties when new intermediary bodies were being formed, universities found it to

their advantage to create voluntary collectivities at the national, regional and provincial level. A comparative chart compiled by Trotter (1974) shows that the basis for a complete organization encompassing all levels is taking shape. All the provinces with more than two universities have presidential committees but only the Ontario and Quebec associations have a permanent secretariat. The full-time staff of the Association of Atlantic Universities has made that body viable but so far its Western counterparts have failed to establish any degree of permanency.

The success or lack thereof of the more active collectivities should be interpreted in terms of their mission and role. As far as one can judge from the brief accounts in the literature, their role in the past has not been clearly understood.

One position suggests that through their association, universities should have been able to voluntarily coordinate themselves so that more formal government mechanisms would not be needed. If this were the case, failure was inevitable for two reasons: (1) they have no legal authority in the coordinating process and thus no real sanction to enforce decisions, and (2) by their very nature and tradition they are competitors and partners at one and the same time. The following observations reflect the position taken by Rowat and Hurtubise (1970):

1. Cooperation has seldom been "voluntary" but more often induced by government pressures or threats.

2. It is ultimately the government's responsibility--not the universities--to provide the framework and policies for cooperation and coordination.

The opposing position taken by the collectivities puts their role in a different light. They prefer to be perceived as a forum where common positions can be formulated on matters relating to the general welfare of the academic community. They see themselves as a clearing house of information and a facilitator of inter-university cooperation. Trotter (1974) argues for a more active role and a more integral part in planning than is presently occurring under the present voluntary arrangements.

> . . . the collectivity should play an advisory role in the long term planning process; it should prepare its own annual planning document which should include a summary and analysis of university enrolment projections and a synopsis of planning issues (1974:11).

Recent developments and new structures. The year 1974 saw more structural changes in the coordinating pattern of higher education than in any previous year of the short history of coordination. Table 2 shows that every province except Newfoundland and Quebec made a significant change in its arrangements for ordering university affairs. Of the two options open to governments--namely, internal restructuring of existing agencies or complete reorganization--all but Manitoba elected the latter. Alberta was in the process of disbanding their commissions while British Columbia and Saskatchewan were considering adoption of such structures. Meanwhile the Maritimes revamped their organization in favor of a regional agency serving three provinces.

As a summary of this section, Table 3 depicting the evolution of coordinating patterns in Canada has been compiled from various literature sources. To augment this table, a comparative chart

Table 2

Recent Structural Changes in Coordinating Patterns

Province	Year	Change
N.S., N.B., P.E.I.	1974	Provincial agencies replaced by Maritime Provinces Higher Education Commission
Ontario	1974	Ontario Council on University Affairs succeeded the Committee on University Affairs
Manitoba	1974	Grants Commission given additional responsibilities; post-secondary jurisdiction proposed
Saskatchewan	1974	Universities Commission created
Alberta	1973	Department of Advanced Education replaces Universities and Colleges Commissions
British Columbia	1974	Universities Council created

Source: B. Trotter, Planning is Planning, (Association of Universities and Colleges of Canada, 1974).

(Table 4) from Trotter (1974) has been included to give a more comprehensive picture of the current arrangements for coordination and planning in Canada at government, agency and university levels.

Alternative Coordination Mechanisms

One thing that the literature makes clear by repetition is that there is no one best approach, structure or model appropriate to the diversity of coordination problems and the pecularities of each geographical and political region. Most areas seem to have followed the recommendation of McConnell (1962:101):

> Each state must work out a program that is consistent with its own traditions and its own cultural, economic, geographic and demographic conditions.

Table 3

Evolution of Coordinating Patterns in Canada

Province	Prior to 1960	1960 to 1963	1964 to 1965	1966 to 1969	1970 to 1971	1972 to 1974	Present Official Status
Newfoundland	I			V			I
Nova Scotia	I	II	V			VII	VII
New Brunswick	I		V	VI		VII	VII
P.E.I.	I		V	VI		VII	VII
Quebec	I		II,III	IV,VI			III,VI
Ontario	I	II	III	IV		VI	III,VI
Manitoba	I			VI	III		III,VI
Saskatchewan	I					III,VI	III,VI
Alberta	I			VI		III	III
B.C.	I	II		III		VI	III,VI

Key: I - No provincial agency
II - Advisory (grants) committee; limited powers
III - Departmental agency (ministry or division)
IV - Provincial voluntary association; permanent secretariat
V - Regional voluntary association; permanent secretariat
VI - Provincial intermediary commission or council; broader powers
VII - Regional intermediary agency, permanent secretariat

Table 4

Government Departments, Agencies and University Collectivities Involved in University Planning

Jurisdiction	Government Department	Other Government Agency	University Collectivity	Regional Collectivity
Federal Gov't.	Office of the Secretary of State	National Research Council (NRC)	Association of Universities and Colleges of Canada*	
	Ministry of State for Science and Technology (MOSST)	Medical Research Council (MRC)		
	Treasury Board The Privy Council Office	Canada Council Statistics Canada Science Council Economic Council of Canada		
Provincial Gov't				
Newfoundland	Dept. of Education Dept. of Finance Premier's Office	None		
Nova Scotia	Dept. of Education	University Grants Committee until 1974	Committee of Presidents	Association of Atlantic Universities*
New Brunswick	Premier's Office	Higher Education Commission until 1974	Committee of Presidents	
P.E.I.	Dept. of Education	Commission on Post-Secondary Education until 1974		
N.S., N.B., & P.E.I.		Maritime Provinces-Higher Education Commission	....	
Quebec	Dept. of Education Higher Education Division	Council of Universities	Conference of Rectors*	
Ontario	Ministry of Colleges and Universities	Ontario Council on University Affairs — replaced Committee on University Affairs 1974	Council of Ontario Universities*	
Manitoba	Dept. of Universities and Colleges Affairs	University Grants Commission	Committee of Presidents	Committee of Western Presidents
Saskatchewan	Dept. of Continuing Education	Saskatchewan Universities Commission		
Alberta	Dept. of Advanced Education	None	Committee of Presidents	
British Columbia	Dept. of Education	Academic Board — Advisory Committee until 1974 Universities Council of B.C.	Committee of Presidents	
All provinces	Council of Ministers of Education, Canada			

* With full-time secretariat and research staff

Source: B. Trotter, Planning is Planning, (Association of Universities and Colleges of Canada, 1974)

The result has been a variety of coordination mechanisms that differ in jurisdiction, authority, functions and membership. The trend in Canada toward intermediary province-wide coordinating agencies imposed between government and institutional governing boards has already been noted. Since this is also one of the predominant forms in many areas of the United States a brief comparison is given.

The American pattern. Pliner (1966) outlined the evolutionary periods in the development of statewide coordinated systems revealing at least two basic differences from the Canadian pattern. First, developments there go back much farther--as early as the late nineteenth century. Secondly, there is no Canadian counterpart to the statewide governing board that is the chief mechanism for coordination now in some 20 states. These boards coordinate and govern all activities of public higher education and usually replace the governing boards of each individual institution. A chart reproduced here as Table 5 compiled by Berdahl (1972) and modified by Halstead (1974) clearly distinguishes the various types of agencies and by change in numbers suggests development trends. Some of the more recent changes mentioned by Halstead (1974) are as follows:

1. Coordinating boards steadily increased in number in the post-war period to become the preferred mechanism in just over half the number of states (26).

2. There is a recent tendency for states to prefer coordinating boards with more public membership and greater regulatory powers.

3. The states adopting the single governing board have retained it and recently three other states (Utah, West Virginia and Maine)

Table 5

Trends in the Development of Coordinating Agencies in the United States by Number and by Type Classification

Type Classification	1932	1949	1959	1964	1969	1972
No State Agency	33	28	17	11	2	2
VOLUNTARY ASSOCIATION	0	3	7	4	2	1
COORDINATING BOARD						
a. Majority institutional members --advisory powers	1	1	2	3	2	0
b. Majority public members --advisory powers	0	0	3	8	11	8
c. Majority public members --regulatory powers	1	2	5	7	14	18
CONSOLIDATED GOVERNING BOARD	15	16	16	17	19	21

Source: D. Kent Halstead, Statewide Planning in Higher Education, U.S. Department of Health, Education and Welfare, Washington, D.C., 1974.

replaced their coordinating boards in favor of this mechanism thereby increasing the total to 21.

With the number of both major types just about balanced, it is not surprising that the American literature is abundant with statements that argue both for and against each one. The following selected quotes are illustrative of the strengths and weaknesses attributed to coordinating agencies as contrasted with super boards:

> The coordinating board has one great paramount advantage over a statewide governing board for the public systems. That is its ability to act as an umbrella under which a variety of other institutions, agencies, commissions and councils relating to higher education may be placed for state coordination (Glenny, 1971:4).

Lee and Bowen (1973:38) take a more critical view of coordinating boards.

> At one and the same time, they are expected to be both agencies of the state to control higher education and a spokesman for those to be controlled. In addition to the conflict inherent in these two roles, the coordinating agency is also generally expected to take a third role as a completely neutral arbitrator between the various elements of higher education. That the coordinating agency's position is merely ambiguous and not totally impossible is attributable to the possibility that rarely are any of these conflicting expectations very strongly held, even by the coordinating agency itself.

Proponents of the consolidated governing board model claim that only when the powers of coordination and of governance are combined can there be effective implementation of planning. Critics maintain that consolidation would lead to overcentralization and that planning would receive less priority than pressing administrative problems. In deciding which type to adopt, some states were no doubt influenced by the fact that the coordinating board is relatively easy to establish by statute and is likely to be more readily accepted by institutions reluctant to give up their governing authority to a state board.

The Canadian approach. In Canada there is no precedent for a province-wide governing board and any move to establish one will likely meet with strong opposition from the institutions. After carefully examining the pros and cons of the governing model, Rowat and Hurtubise (1970) rejected it as an alternative mechanism in favor of a coordinating and planning commission that would be more in harmony with the present needs of both the government and the universities. They concluded:

> All in all, therefore, while we recognize both the temptation of logical neatness and the seemingly greater economy and efficiency of the single governing board, at least for provinces with three or more university campuses we recommend instead a co-ordinating and planning commission with a statutory base, a semi-autonomous status and substantial powers. Our conclusion is based mainly on our study of the Canadian situation, but also on experience elsewhere, especially in the American states (1970:111).

In the "model" for an ideal-typical University Coordinating Commission that the Rowat-Hurtubise Commission developed from this recommendation, there are a number of similarities with the American counterpart. They agree that more regulatory or executive power should be delegated by government and they are consistent in their stand for more lay members. A reasonable balance of membership was defined by the Canadian commissioners to be a third appointed directly by the government, a third appointed after consultation with interests outside the universities and a third from the academic community. This represents a departure from the proposals of earlier commissions which strongly favored an academic majority.

On another point of comparison it is interesting to note that the importance attached by American authors to the ability of coordinating agencies to incorporate other types of institutions and councils is not nearly as paramount on the Canadian front. In fact, the Commission felt that the need for independence of the university system was great enough to exclude other post-secondary institutions from its scope.

Other comparisons will be made in the following section which considers the powers and functions of coordinating agencies. Suffice it to say here that being intermediary bodies, coordinating agencies face tensions and conflicts that arise from their quest for a desired

balance between autonomy and control that will enable them to maintain the confidence of both governments and institutions. The compromise reflected in their membership and powers emphasizes this dual obligation. The dilemma led one legislator who was interviewed by Berdahl (1972) to describe his agency as "a voluntary system with a fig leaf, operating essentially to negotiate bargains among thieves."

Powers and Functions of Coordinating Agencies

The foregoing review has alluded to the powers of coordinating agencies but little mention has been made of the specific functions that agencies perform or should perform. Obviously one can hardly ask the question of "how much authority" unless "to do what" is added to it. A simple and perhaps evasive answer would be to say, as the Rowat-Hurtubise Commission (1970) did, that their powers should be based on their need to plan, to coordinate and to review proposed programs. In the United States, the purpose of a number of research studies has been to try to answer the question of what powers are necessary for these agencies. The names of Glenny, Berdahl, Palola and Paltridge are the researchers associated with many of the studies reported in the American literature on the subject of coordination. From their extensive research on the structures and practices of coordinating agencies they have distilled a number of general guidelines relating to the role, powers and functions of coordinating agencies. Their findings are published in a report titled Coordinating Higher Education for the 70's. The minimum legal powers recommended by this report are listed below in abbreviated form:

1. To engage in continuous planning, both long-range and short-range;

2. To review and then approve or disapprove new institutions and additional campuses;

3. To review the economic and educational justification of new and existing programs;

4. To analyze budgets in order to make recommendations concerning current operation and capital outlay and to facilitate the preparation of a consolidated budget for the whole system;

5. To establish management and data systems for gathering information from institutions;

6. To administer or coordinate grant programs such as student-aid and federal support.

These are very considerable powers but the authors maintain that "the choice is between creating an effective coordinating board with at least these powers or seeing public higher education ingested into the executive branch of state government" (1971:1). Implicit in this list of powers are the three key functions of planning, budget review and program review that Berdahl (1972) used as the basis for his research on statewide coordination. These categories have been adopted here to review the role of coordinating agencies in more detail.

Budget review and approval. The function of budget review was the original mandate of most agencies in Canada and according to Beckman's findings it still is of primary importance. "Allocation of funds is still the major function of each coordinating agency

and there seems to be a consensus that it is achieved successfully" (1972:79).

Across Canada there is a difference of opinion and practice on how much regulatory power the agency requires in order to execute this function. Recent trends noted earlier favor the process recommended by the Rowat-Hurtubise Report (1970) which would give the agency the authority to allocate by formula a total sum voted by the legislature. In this way detailed reviews of expenditure could be eliminated on the condition that the accounts of institutions would be subject to post-audit.

This process seems to be consistent with the guidelines proposed by Glenny and his colleagues above but is more directly patterned after the policy practiced by the University Grants Committee in Britain. The difference is that the British UGC is non-statutory and exercises de facto power by virtue of its advice to government on the distribution of funds. McConnell makes this interesting comparison:

> By convention rather than explicit delegation, the UGC actually exercises more authority than nearly all of the coordinating boards in the United States. For example, only the Oklahoma coordinating board and the Georgia statewide governing board receive lump-sum legislative appropriations which they then distribute among the institutions (1974:187-188).

An issue related to budget review is the need for, and feasibility of, multi-year commitment of support from government. Hare gives this firm view:

> The operating budgets of the universities must be guaranteed several years ahead. The present process of annual budgeting is inefficient, frustrating and costly. It commits the senior staff of all universities, and of the committees, to a futile annual rat-race (1968:59).

Opponents on the government side assert that this is simply not feasible in a political sense. Nevertheless, the concept has been implemented in New Brunswick and Ontario with some success and others are now considering it in conjunction with long-range planning.

Program review. This area in many ways is more sensitive, particularly when the review encompasses the political and economic issues involved in decisions to establish new institutions or professional schools. At first it was generally assumed that program control could be achieved through the agency's exercise of its budget review powers. With the great expansion that occurred in this area during the latter half of the sixties, agencies and governments realized the significance of this function in its own right. Recent legislation clearly assigns to coordinating agencies the mandate to control duplication and proliferation of programs. Review machinery is now being developed for this purpose but at this time the literature has little further to report on this area as a separate function.

Planning. In contrast to the program review function, planning has been the subject of much discussion and research in recent years. This is largely due to the recognition that planning is the basis for effective decisions in budget and program review.

The literature in general conceives of planning in different ways and the distinction between coordination and planning is not always clear. Halstead in his recent book on statewide planning, approaches the problem with this interpretation:

> As commonly used, coordination and planning refers to the comprehensive functional breadth associated with the two terms as well as to the mutual support and strength conveyed by their use in combination. The terms, however, have distinctive meanings. Planning is the prearrangement of policy and methods to guide work toward given objectives. Coordination, on the other hand, is the securing of smooth, concerted action through effective interrelationships and recognition of common goals. Planning is directional: it establishes goals and guides action. Coordination is operational: it interrelates and unifies action to achieve predetermined goals (1974:2).

In a broad sense, therefore, coordination can be conceived of as an inherent goal and a functional component of the planning process and conversely, in a more narrow perspective, planning can be viewed as an essential functional component of coordination. In other words, coordination requires planning to decide how to achieve the objectives of harmonious adjustment and interaction of parts. It is the latter narrow perspective that is normally taken in examining the activities of coordinating agencies; the broader interpretation is taken to analyze statewide planning at the policy formulation level.

The assertion that planning is the most important function of a coordinating agency is now widely accepted among students of coordination. Theorists and researchers maintain that many of the problems facing agencies could be solved by planning. In operational terms this calls for the development and implementation of a "master plan" for each state or province. The Duff-Berdahl Report was the first study to recommend such a scheme for Canadian systems. "Each province which does not already have a long-range Master Plan for the development of its higher education over the next decade should embark on this project as soon as possible" (1966: 77). These plans were to be developed by the coordinating agencies with joint participation of all universities in the province.

Ten years later it appears that this recommendation was not given the attention that was expected. The experience of four coordinating agencies in Alberta and Ontario, as revelaed by a study by Maddocks (1972), indicated that master plan development was not a high priority in agency activities and at the time of his study none had been produced in these provinces. Beckman (1972) found some indications that more of a planning function was being assumed by Canadian agencies but it took a very rudimentary form. In commenting on the difficulties in the area of master planning Maddocks (1972:190) observed two shortcomings:

1. There was a lack of data on needs for highly qualified manpower.

2. There was also a lack of assurance from the government level about the acceptability and implementation of a plan prepared by a coordiating agency.

Because of the connotation of rigidity in the term "master plan", writers now prefer to use the term "master planning" or, in a more general way, the topic is treated as either short-term or long-term planning. Short-term planning takes place within the framework of the long-range plan and deals with specific issues related to the achievement of the goals of long-term planning.

In 1974 the Association of Universities and Colleges of Canada published a report of a study titled Planning For Planning by Trotter. It bears witness to the present concern of the academic community about an adequate long-term planning process for the development of individual universities and the university system. In the report Trotter concludes that the chief responsibility of the

intermediary body in the process should be the preparation of an annual planning document in consultation with individual universities and the voluntary associations that collectively represent them. The following breakdown of its proposed contents illustrates the scope of the activities involved and the magnitude of the responsibility the agency would undertake. The document as proposed would:

i) set out the functions of the university system in the province or region in relation to other educational institutions;

ii) indicate, giving assumptions and reasons, the planned scale of enrolments settled for the university system in the long term planning period ahead (five to seven years) together with projected enrolments in other post-secondary institutions;

iii) describe plans for future program developments, the reasons for these and the opportunities which they will create for students;

iv) summarize briefly the role planned by each institution and the extent to which this role is consistent with the needs of the province or region as a whole;

v) report decisions taken by governments and universities which relate to issues reviewed in earlier planning documents;

vi) draw attention to areas about which there is major uncertainty and need for further study before the basis for long term planning in relation to them can be established (1974:79).

Palola, Lehmann and Blischke (1970) conducted an intensive evaluative study over a period of three years of statewide planning for higher education in California, Florida, Illinois and New York. It was unique for its use of a theoretical framework and it was significant for its findings.

On the positive side the findings indicated agency success in keeping up with demands for expansion of enrolment, in selling budgetary needs to legislatures, and in achieving a realistic degree of individual differences among campuses.

Among the negative findings of the authors (1970:536-539) were that statewide planning "has been unable to define and eliminate unnecessary duplication of programs, nor has it been successful in discontinuing obsolete, inadequate or expired programs; . . . has failed to promote cooperative efforts between institutions on a large scale; . . . and has been an ad hoc process." The authors maintain that pre-occupation with financial and enrolment strains has prevented planning leadership from coming to grips with the "qualitative crisis."

IV. CONCEPTUAL MODELS OF SYSTEM COORDINATION

Generally speaking research in the planning and coordination of higher education has not been conducted within a well-developed theoretical framework. In the search of organization theory for possible adaptations of existing frameworks researchers have invariably considered the merits of conceptual models of organizational conflict and those from interorganizational analysis.

Models from Interorganizational Analysis

An interorganizational perspective of higher education focuses on the significant linkages between various parts of the educational enterprise and various governmental agencies. Small (1972) reviewed the significant features of three models from the literature of interorganization theory that were designated as "Exchange Theory," "Evans' Organization Set" and the "Litwak-Hylton Model." In general he found that each had potential utility as a basis for analyzing the

interrelationships of the coordination process from a particular perspective. For example, the Evans' concept of organization-set with the coordinating agency as the focal organization was considered to be helpful in revealing the conflict potential as the central agency and local institutions adjust to changes in the distribution of power between them.

The significant observation, however, was that the three models had a common basis:

> All are based on the idea of systems in dynamic equilibrium, capable of adaptive reactions to any new inputs and in this way help to explain dysfunctions in real systems resulting from unwarranted rigidities. They provide a total view of a system of integrating parts (Small, 1972:60).

Palola (1970) was the first to use a theoretical framework in the study of statewide planning. He attempted to show how the structure and processes of interorganizational networks in higher education significantly affect the functioning of their constituent parts. An individual network was distinguished by (1) the degree to which provision is made for differentiation of functions, (2) the distribution of authority within the statewide educational hierarchy, and (3) the type of planning undertaken. With this conceptual basis he was able to conduct a systematic examination within the organizational context of statewide higher education networks.

Models of Organizational Conflict

Pondy (1967) compared three conceptual models of organizational conflict: the bargaining model, the bureaucratic model, and the systems model. He maintained that the bureaucratic model was appropriate for the analysis of conflicts along the vertical dimensions

of a hierarchy. The bargaining model could be used when there is conflict among interest groups in competition for scarce resources. The systems model is concerned with conflicts among persons at the same hierarchical level and is appropriate for the analysis of conflicts among the parties to a functional relationship. Pondy summed them up this way:

> Whereas the authority-structure model is about problems of control, and the interest-group model is about problems of competition, the systems model is about problems of coordination (1967:34).

Paltridge (1969) examined each of these models of conflict for their potential application to higher education in an attempt to develop a model for state coordination. He recognized the conflicting interests inherent in the role of coordinating agencies and attributed the change in form and function of these agencies over the years largely to that factor. From his analysis the brokerage model is more suited to the time and level of budget negotiations. The bureaucratic model could in turn be applied to the autonomy-versus-authority conflict. But for ordering relationships among higher educational institutions he felt the systems model is best suited:

> This model is concerned with institutions' proclivity for power and suggests the coordinating mechanism which attempts to create boundaries to the participant's power by assigning explicitly stated, distinctively different functions. The aim is to encompass all institutions in a single unified system. . . . The system model seems to offer the best opportunity for meaningful participation by all parties at each level in the decision-making process (1969:44).

In his view, therefore, conflicts can best be ironed out in an organizational framework that assigned explicit areas of decision-making. In the past four or five years serious attention has been

given to this task of better delineating and visualizing the divisions of responsibility among the various elements of the system. What has emerged are a number of classifications that could be roughly considered as models representative of the levels of decision-making for higher education functions. Three such models are presented here with little comment since they are for the most part self-explanatory.

Levels of Decision-Making in a System of Higher Education

The underlying principle of each of these models is that the distribution of decision-making authority among the elements or levels of a system varies with the function involved. The most comprehensive of the group (Figure 1), developed by the American Association of State Colleges and Universities, subsumes a coordinated system made up of four elements. The decision-making role that each element assumes is then briefly described for nine different functions.

The second model (Figure 2), from Halstead (1974), depicts distribution of responsibility by the change in the level of control/autonomy assumed by central coordinating planning agencies and institutions for five functional areas. Topics requiring central decision-making and warranting planning and coordination have been entered above the horizontal line. Entries below the line include those basically within the jurisdiction of the institution or campus.

The third pattern (Figure 3) represents an attempt made by the Carnegie Commission on Higher Education (1973) to define the distribution of authority between public agencies (including coordinating councils) and academic institutions (including multicampus

FUNCTION	ELEMENTS IN THE SYSTEM			
	State Government	Coordination Element	Governance Element	Institution
System Organizational Structure	Establishes broad structural arrangements. Defines role of elements	Develops detailed coordinating policies and procedures	Develops detailed governing	Participates in development of coordinating and governance
Program Allocation	Adopts broad general guidelines	Assumes major recommending and decision-making responsibility recognizing interests of governing element and institutions	Approves on basis of coordinating element recommendations and institutional capabilities and interests	Develops and executes programs
Budget Development	Very broad policy. Appropriates funds	Reviews and relates budget to entire state's needs and recommends in terms of priorities	Approves budget request with respect to justifiable needs (for own institution)	Prepares budget request
Fiscal Policies	Broad regulations, relations with other state agencies	Organizes broad policy guidelines	Approves institutional recommendations which conform to state and coordinating element broad regulations and guidelines	Executes broad policies and develops internal policies
Program Content		Approves in terms of needs of state	Approves mainly in terms of institutional capability	Proposes, develops and operates
Personnel Selection	Establishes broad policy	Coordinates among elements within state policy	Approves institutional policies and considers institutional recommendations within policies	Participates in development of policy and executes selection
Planning	Expresses state interests and needs	Articulates plans of institutions and governing elements. Executes necessary statewide plans	Expresses governing element interests and concerns. Coordinates with other elements	Maintains continuous planning program. Initiates planning of institutional program
Evaluation-Accountability	Establishes basic requirements	Coordinates among elements	Establishes basic policy	Executes policy, accepts responsibility for effective performance
Capital Programs	Very broad policy. Appropriates funds	Approves in terms of state priorities and needs	Approves in terms of institutional goals and needs	Prepares and proposes capital program and recommends priorities

Figure 1

Levels of Decision for Higher Education Functions

Source: American Association of State Colleges and Universities, Institutional Rights and Responsibilities. Washington, D.C. November, 1971.

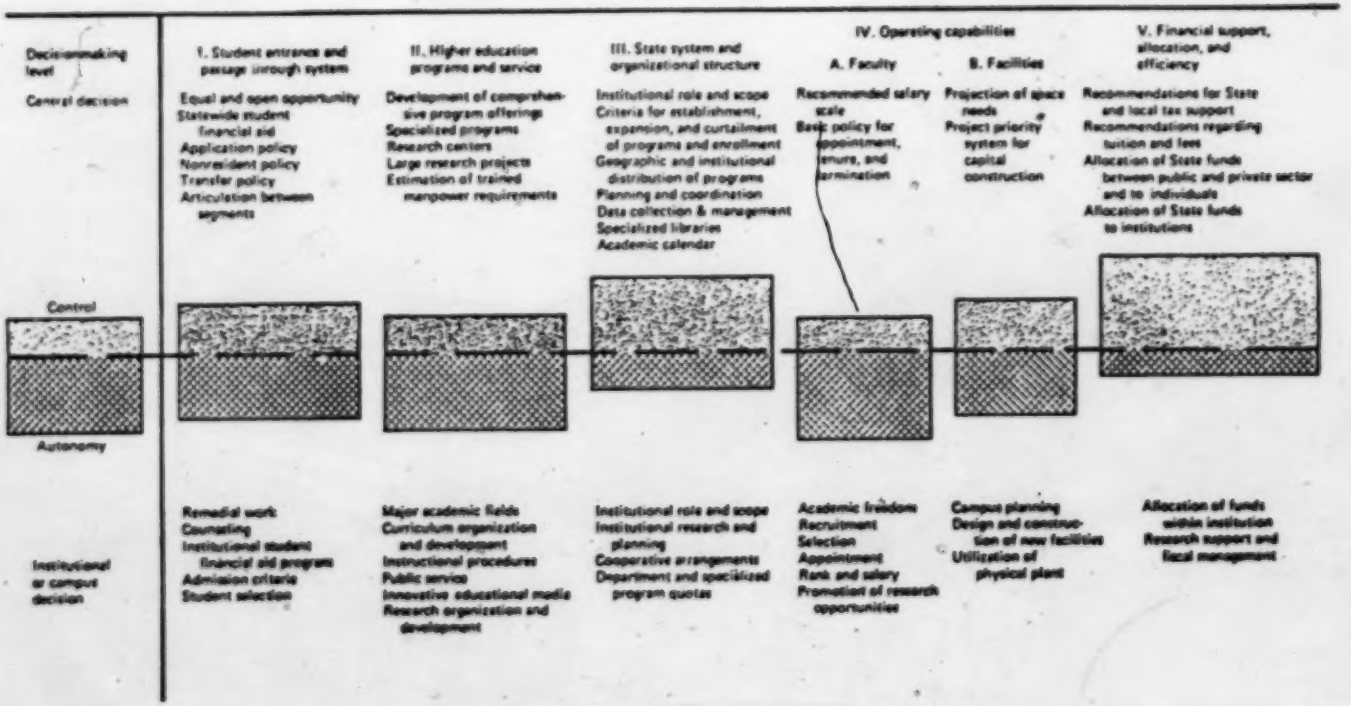


Figure 2

Level of Decision-Making for Component Operations Within a State System of Higher Education

Source: D. Kent Halstead, Statewide Planning in Higher Education, U.S. Department of Health, Education and Welfare, Washington, D.C. 1974.

PUBLIC CONTROL	INSTITUTIONAL INDEPENDENCE
Governance	
Basic responsibility for law enforcement	
Right to insist on political neutrality of institutions of higher education	Right to refuse oaths not required of all citizens in similar circumstances
Duty to appoint trustees of public institutions of higher education (or to select them through popular election)	Right to independent trustees: No ex officio regents with subsequent budgetary authority
	Right to nonpartisan trustees as recommended by some impartial screening agency, or as confirmed by some branch of the state legislature, or both; or as elected by the public
Right to reports and accountability on matters of public interest	
Duty of courts to hear cases alleging denial of general rights of a citizen and of unfair procedures	
Financial and Business Affairs	
Appropriation of public funds on basis of general formulas that reflect quantity and quality of output	Assignment of all funds to specific purposes
Postaudit, rather than preaudit, of expenditures, of purchases, of personnel actions	Freedom to make expenditures within budget, to make purchases, and to take personnel actions subject only to postaudit
Examination of effective use of resources on a postaudit basis	Determination of individual work loads and of specific assignments to faculty and staff members
Standards for accounting practices and postaudit of them	
General level of salaries	Determination of specific salaries
Appropriation of public funds for buildings on basis of general formulas for building requirements	Design of buildings and assignment of space

PUBLIC CONTROL	INSTITUTIONAL INDEPENDENCE
Academic and Intellectual Affairs	
General distribution of students by level of division	
Policies for equal access to employment for women and for members of minority groups	Academic policies for, and actual selection and promotion of, faculty members
Policies on differentiation of functions among systems of higher education and on specialization by major fields of endeavor among institutions	Approval of individual courses and course content
No right to expect secret research or service from members of institutions of higher education; and no right to prior review before publication of research results; but right to patents where appropriate	Policies on and administration of research and service activities
	Determination of grades and issuance of individual degrees
	Selection of academic and administrative leadership
Enforcement of the national Bill of Rights	Policies on academic freedom
Policies on size and rate of growth of campuses	Policies on size and rate of growth of departments and schools and colleges within budgetary limitations
Establishment of new campuses and other major new endeavors, such as a medical school, and definition of scope	Academic programs for new campuses and other major new endeavors within general authorization
INFLUENCE BUT NOT PUBLIC CONTROL	**INSTITUTIONAL INDEPENDENCE**
Academic Affairs—Innovation	
Encouragement of innovation through inquiry, recommendation, allocation of special funds, application of general budgetary formulas, starting new institutions	Development of and detailed planning for innovation

Figure 3

Balance Between Public Control and Institutional Independence

Source: Carnegie Commission on Higher Education, Governance of Higher Education. April, 1973.

systems). The two dimensions delineating authority are "public control" and "institutional independence."

The models described above represent attempts to better conceptualize and visualize the theoretical problem inherent in the relationship and balance between government and higher education interests. Given the current qualitative crisis and the increased politicization presently influencing higher education, the problem will stand as a major source of tension requiring continuous reassessment.

V. SUMMARY

This literature review has focused on the growth of Canadian higher education systems, with particular emphasis on their evolution and the form and function of their coordination mechanisms. Although there is not an abundance of published materials on this subject, the information dispersed through a variety of sources was sufficient to piece together the evolutionary pattern in the development of coordination systems. Special reports of studies commissioned by governments and university agencies proved to be the most useful literature source.

The emergence of system in higher education is a phenomenon of recent origin. It was during the early 1960's that the outlines of provincial systems took shape and since that time systems growth has undergone rapid acceleration. The larger provinces with the greater number of institutions were the first to confront the problems created by rapid and unplanned growth. Their approach to the problem has tended to influence the other provinces in their subsequent

attempts to rationalize their higher education systems. Thus developments in Canada have followed a similar path but across the country different stages of maturity can be recognized.

As a result of the rapid increase in size and complexity of provincial systems, the structure and mechanisms for their coordination and planning have been subject to almost continuous change. Recent restructuring of coordinative machinery has taken place in most of the provinces in an apparent effort to bring the system in line with the new realities of stable growth and economic constraints. This has been manifested at different levels of the system and has resulted in a degree of dependence between levels that varies from province to province and region to region.

The review of the literature also revealed that a number of attempts have been made to develop models of system coordination which have potential applicability to higher education. Particular efforts are being made to develop schemes and paradigms that aim to rationalize the distribution of authority and functions within systems of coordination. Although each model possessed relevant features useful for certain aspects of this study, none of them were developed to the stage that would warrant their use as the conceptual basis for this particular research project.

CHAPTER 3

THE CONCEPTUAL BASIS AND RESEARCH METHODOLOGY

The review of the foregoing chapter has indicated that as yet there is no single paradigm for use in the study of coordination in higher education. The limited research conducted to date in this area has been quite diverse both in nature and approach and due to rapid change has often become quickly outdated. Thus, without the benefit of too many precedents, the first major task for any researcher in this area is to develop a suitable framework that will facilitate the general organization of the study and the analysis of the data collected. In this chapter such a conceptual framework has been constructed through the adaptation of existing concepts and models from related areas to the purpose or problem that is the focus of this thesis. The research design for the collection and treatment of data has also been described.

I. THE CONCEPTUAL FRAMEWORK

A review of the literature in political science and organization theory reveals a number of models that have been used with some success to analyze or describe policy developments, legislative changes and, more specifically, the coordination of organizations. Propositions originating from systems theory form the common base for many of these models and for this study provide a useful starting

point in the development of a conceptual framework.

As a first step three decisions were made based on a simple systems model:

1. That the network comprising the higher education community would become the basic unit of analysis and therefore the focus of inquiry;

2. That the system so obtained would be viewed as consisting of three component parts or subsystems: (i) a government element that has assumed or been assigned the responsibility for overall policy development in higher education; (ii) an intermediary body that is responsible for the coordination and planning of the system; and (iii) a collectivity of public institutions that is influenced by the policies and decisions of the other two components; and;

3. That the subject of research, being therefore one of system action and change, would be examined as a major policy development that would be organized, described and analyzed in a framework suitably adapted from the systematic models developed by Easton (1965) and Meranto (1967).

The Easton model was designed for the analysis of political systems. It is a conceptual apparatus for understanding the factors that contribute to the kinds of decisions a system makes. By linking input, process, structure and output variables, it provides a viable analytic framework for looking at and assessing group activities and for examining the relationships among its major components. Easton's thesis is that the political process is simply one in which a political system processes inputs, in the form of demands and supports, into

outputs, in the form of decisions and policy. Such outputs are in turn monitored by the environment and the political system itself and this evaluative information is fed back into the system and becomes input for further system action. A pictoral representation of his model is shown below (Figure 4):

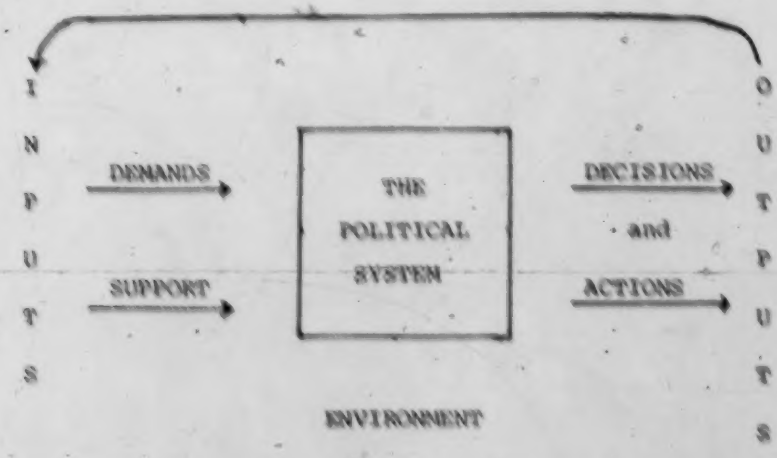


Figure 4

A Simplified Model of a Political System

The Meranto model (Figure 5) demonstrates one way that the political systems model can be adapted for the purpose of investigating change within the system. Meranto was concerned with the effect of environmental events on the transformation of the legislative system. Thus he identified two sub-categories in the general environment as instrumental in creating input demands: (1) circumstantial conditions and (2) demand articulators. These become new inputs which are processed to become new policy output in the form of legislative change. The model which depicts these system changes is presented below:

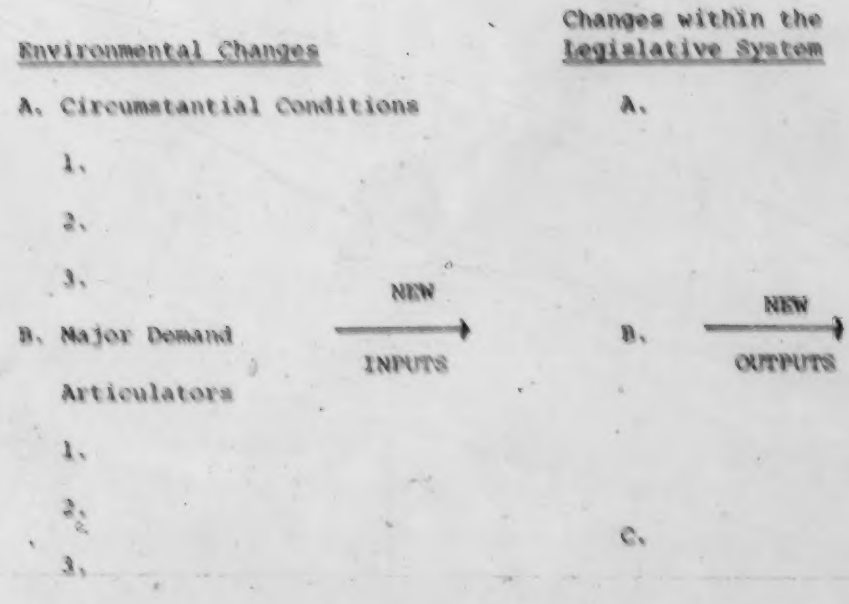


Figure 5

A Model of Legislative Change

The significance of this model is that it emphasizes the importance of environmental influences in the overall process of system action and change.

The framework developed for this study incorporates the following propositions which have been suggested by a consideration of the above models:

1. Major policy developments in higher education reflect and are shaped by contextual or circumstantial conditions prevailing in the environment. From events and influence originating in the environment comes the demand for action and change. Hence the context in which a policy change arises cannot be overlooked in the search for reasons to account for the change.

2. The central focus of inquiry in policy development is the point where the policy takes its final shape. From a systems perspective this point is found in the conversion process of the system where inputs are received and converted into new policy outputs. For further understanding and explanation of the nature of policy action one must examine the interplay of the subsystems wherein policy formulation occurs.

3. One outcome of systemic activity may be a policy output that brings about a fundamental change in the system itself. In the continuous flow of effects between system and environment, outputs help to determine which succeeding round of inputs that shape the system. As Easton explains, our interest is outcome does not terminate at the point of output production. "We are alerted to the fact that the outputs influence the supportive sentiments that the members express toward the system and the kinds of demands they put in. In this way the outputs return to haunt the system, as it were" (1965: 29). Therefore, additional insights into the policy development may be gained by considering the immediate consequences and perceived impact of output both on the environment and in turn on the system structure itself.

Taking these statements together the fundamental proposition here is that changes in the environment and in the system itself are the principal sources of information for describing, interpreting and explaining the development and impact of new policy outputs.

A Model of System Action and Change

The essential features of the analytic structure that was conceptualized in the foregoing discussion together constitute a model of system action and change. The following summary and the accompanying Figure 6 outlines the model that now emerges as a basis for understanding the factors that contribute to the kind of policies, decisions and changes that a system makes:

1. In its simplest form its basis is a flow model of inputs, conversion and outputs.

2. The model depicts a continuous flow of effects that are ordered and linked in the following sequence:

   i) Changes in the environment create demands which are articulated and supported by specific groups.

   ii) These become new inputs into the system and initiate a response in the form of proposals for policy action.

   iii) Interactions between different levels or subsystems give rise to decisions, actions or events that in their final form become new policy outputs.

   iv) Outputs, in addition to the more tangible form of policy decisions or legislation creating new structures, have consequences or perceived impact that feed back upon the system promoting further action and change.

From a methodological point of view, there is a potential problem of boundaries in the use of this model as derived. The problem stems from the fact that demands may not always be generated externally as the model suggests. There are also demands that emerge

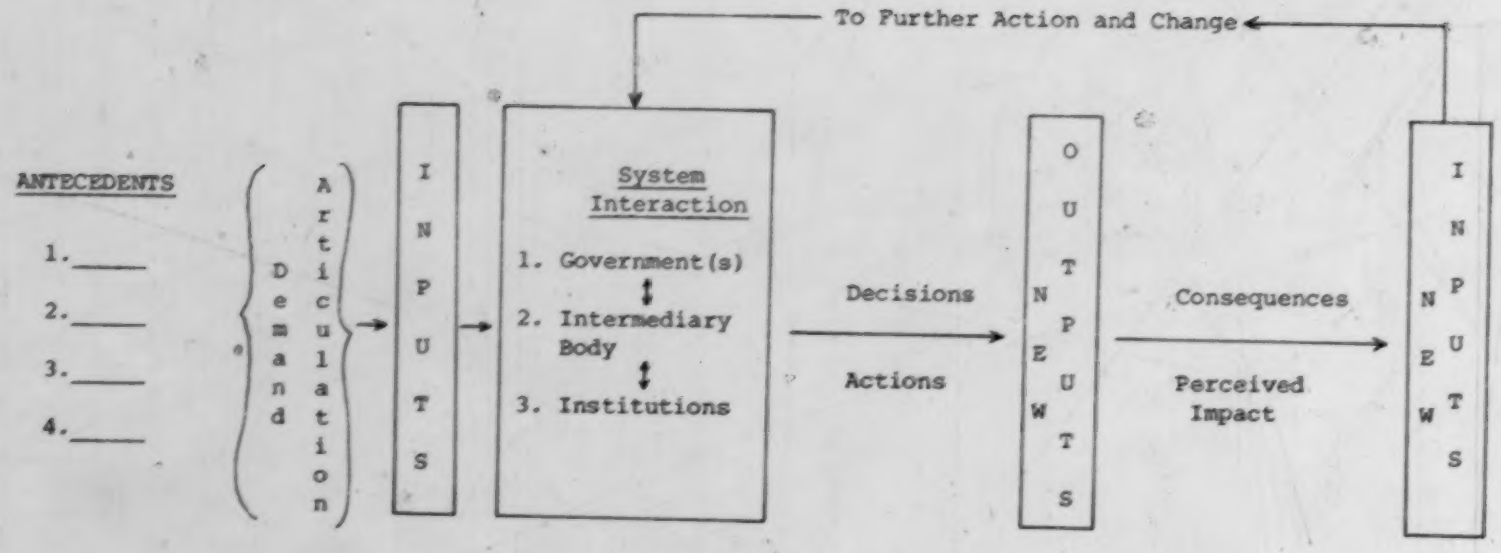


Figure 6

A Model of System Action and Change

from within the system and simply flow from one subsystem to another. Easton (1965) offers a solution to this dilemma by suggesting that boundaries need not be relevant for all purposes:

> [Boundaries] may be ignored when the occasion requires it without impeding the analysis or creating any logical inconsistencies. For tracing out the effect in demands on a political system, the fact that demands are determined by variables within the political system is quite irrelevant. Both inputs and withinputs press themselves in the same way upon members of the system as a possible agenda for discussion. We may therefore assimilate them both under the one category that I am calling inputs (1965: 56-56).

For this limited purpose then the strategy in the use of the model was to group these demands as Easton suggests and adhere to the boundary lines for all other purposes.

II. RESEARCH METHODOLOGY

A Rationale for the Design

Previous research studies in this area have selected in different combinations and for different reasons a variety of research techniques. Interviews, questionnaires and documentary analysis have been the three most frequently used means for data collection. However, at this point in time, there have not been sufficient studies to reasonably assess in a comparative way the merits of a given method for a particular category of research problem. In this study the selection of the research instruments has been largely dictated by the nature of the problem being researched.

At the beginning it was determined that a design based on the use of a single instrument or technique would not yield sufficient data to achieve the objectives of the study. An initial review of the

available documents revealed important clues to the confluence of pressures that prompted the changes being examined. However, pertinent questions were left unanswered and specific causes of action did not surface from this data source. The research therefore sought additional evidence in the form of personal descriptions and perceptions of variously informed individuals who had been associated with or participated in the developments that took place. Data of this type were obtained first by interviews with key officials and, secondly, by questionnaire which surveyed a larger portion of the population. Thus the main thrust of the design was an approach that proceeds via three successive and interdependent stages of data gathering: (1) documentary research, followed by (2) interviews in the field, and (3) concluding with a questionnaire survey.

The inquiry framework outlining the methods and areas involved has been expressed diagramatically in Figure 7. It depicts the components of each of these elements, shows their relationships, and in general suggests the sequence followed in the data gathering process. The strategy implicit in this design is that beginning with a documentary research and a preliminary analysis of this source, a data base was established. Each of the two succeeding stages was designed and developed from this base. In this progressive manner information gaps were filled, observations were checked, and issues were defined.

Each of the three data sources provided insights and explanations concerning all of the major areas of inquiry in some direct or indirect way. But, as the diagram suggests, the documents

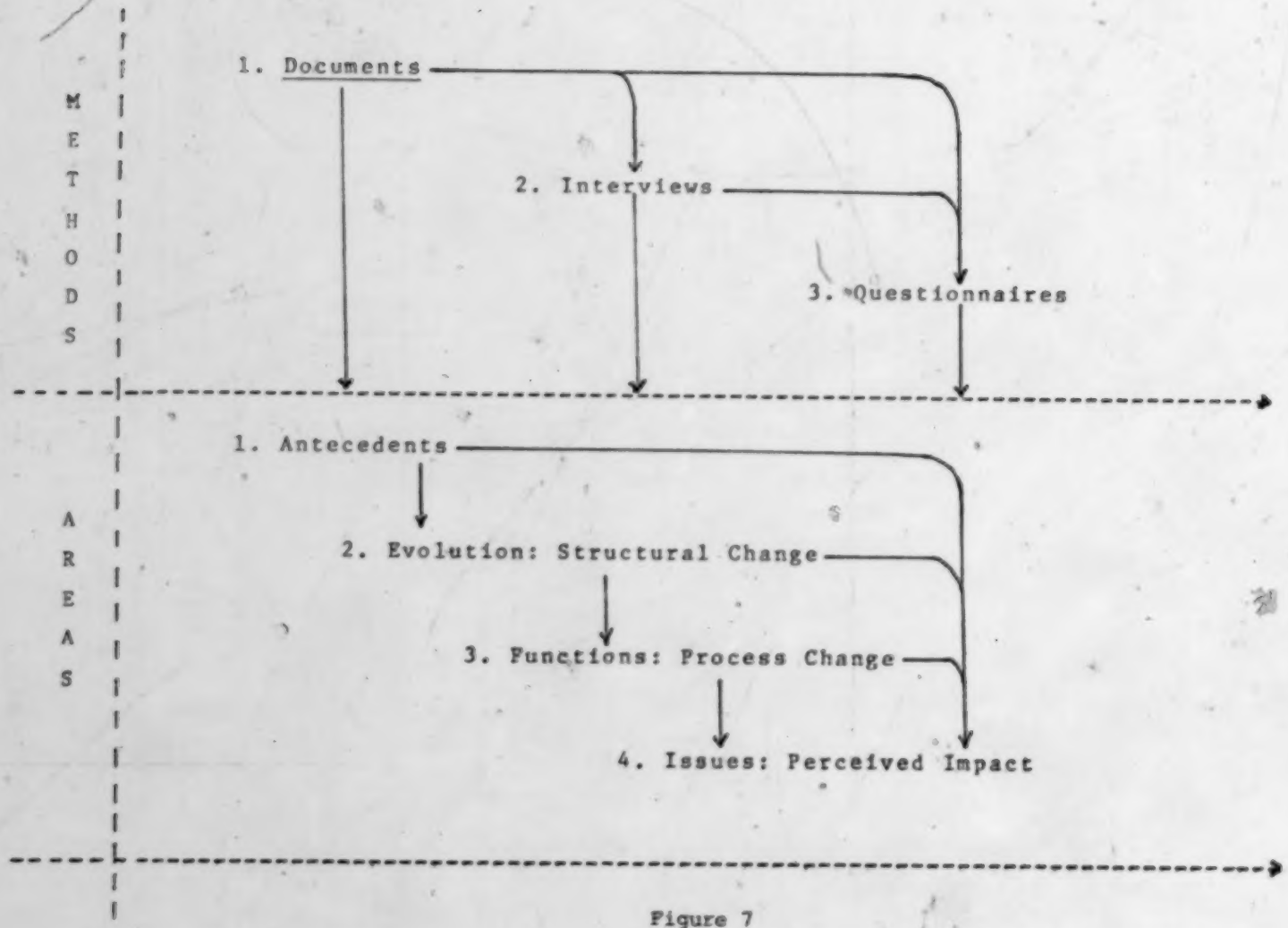


Figure 7

The Inquiry Framework

were expected to provide more of the input for the first two areas pertaining to the antecedent factors and to the evaluation of a regional structure for coordination. On the other hand, the questionnaire instrument was focused primarily on the remaining two areas pertaining to the perceived role and impact of the change to a regional coordinating mechanism. The third mechanism, the interview schedule, was designed to be less specific in its focus. It was conceived as the key data source for the study--one that would not only make the greatest contribution to the data pool but would greatly facilitate the analysis and interpretation of all data taken in total.

Documentary Sources of Data

The body of data obtained in the first stage originated from a number of sources in both published and unpublished form. At the national level the reports of several task forces that were commissioned to investigate various aspects of higher education in Canada proved to be useful background information. At the provincial level the reports of Royal Commission studies on higher education contained perhaps the best summary of historical events. An examination of the annual reports, special publications and the minutes of specific agencies gave a fairly comprehensive picture of the first attempts by the provinces to formally coordinate their institutions. This was supplemented by a review of the legislation, debates and proceedings in the houses of assembly, and other official policy statements that described the legal status and authority of these bodies.

From a regional perspective the reports of the Association of Atlantic Universities and the Maritime Union Study described some of the efforts to improve regional cooperation and highlighted some of the issues and problems in bringing this about. The institutional point of view was expressed in briefs to their commissions. Otherwise there was little documentary evidence that recorded the reaction of institutions to the move toward greater formal coordination. A comprehensive and up-to-date file of press clippings containing releases, announcements and discussion of major developments in higher education was located and used to good advantage in tracing events and putting them together in some logical order.

The documentary data sources listed in the above paragraph were for the most part related to the events of the 1960's. More recent developments of the last four or five years have not been documented in any detail. To fill this void was part of the reason for including interviews as a necessary component in the research design. Despite this shortcoming the documentary research stage did serve a number of useful purposes from a methodological standpoint. In addition to the uses mentioned, it served:

1. to identify key officials as potential interviewees,

2. to identify important information gaps that were to be filled by other means,

3. as a basis for constructing the interview schedule,

4. to facilitate field interviews by making the interviewer more familiar with the region,

5. as an objective check in some cases on the validity of perceptions expressed by respondents in interviews and questionnaires.

6. as an important basis in writing Chapters 4 and 5 which describe the institutional network of the provinces and the evolution of a regional structure for their coordination.

The Interview Instrument

The general purpose of the interview was to obtain an expression of personal views or perceptions on a variety of questions pertaining to the four major areas of inquiry chosen for the study. It was designed to be confirmative in the sense that it would help corroborate observations and findings emerging from the documentary analysis. It was intended to be explicative in that it would hopefully provide greater detail and clarity to areas not fully examined by available documents. It was also expected to be explorative in nature revealing new information, different perspectives, and additional contributing factors accounting for the changes being examined.

The development of the interview schedule[1] and format incorporated the following features:

1. A flexible style with a number of open-ended questions. It was felt that although the responses would be more difficult to quantify, the most significant and candid information would likely come out of less structured situations.

2. A selection of questions and phraseology that would allow inquiries to be adjusted to particular conditions in a province or to a particular respondent's background, expertise and experience.

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[1] See Appendix A for interview schedule.

3. The use of supplementary questions designed to probe more deeply into areas that are judged to require more description or explanation.

4. A continuous reminder that it is the respondent's perceptions and expectations that are being solicited.

Using these practical guidelines in conjunction with those of a more conceptual nature arising from the model of system action and change, an interview schedule was developed, and tested. From this schedule a short list of general questions was compiled and later forwarded to interviewees as an introduction and guide to the sort of inquiry that would be pursued in the interview.

The Interview Data: Collection and Analysis

First contact with representatives in the field was made during a visit in September, 1974. Several people holding key positions were asked to nominate potential interviewees from the various levels of the higher education community. They in turn were asked to nominate others and, with the addition of names identified from the documents, eventually a list of 40 persons was compiled. All had been selected because of their past and/or present involvement or contribution to the developments in question[2].

During the month of November, 1974, formal, in-depth interviews were conducted with 25 key officials and another eight were consulted on a less formal basis. Details concerning the interviews

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[2]See Appendix B for correspondence.

and positions of respondents have been provided in Table 6. A breakdown by respondent group of the positions held by interviewees is given in Table 7.

The majority of the interviews were recorded on tape with the understanding that permission could be obtained if direct references or quotations were to be used. In two cases where the respondents preferred not to be taped more detailed notes were taken and a resume of the interview was made by memory immediately upon concluding the discussions. Interview summaries were transcribed from the tapes omitting some of the unrelated remarks but retaining as close as possible a verbatim description for the more significant comments. After some editing, approximately 100 pages of typed transcript were produced. These interview reports were subsequently forwarded to the interviewees for their validation and additional comment. At the same time permission to use selected portions of the summary in a particular context was solicited.

The analysis of the interview data required as a first step the sorting of interview statements into major categories which were derived from the conceptual framework. Prior to sorting, each statement was given an identification code and following the first sort another was done to develop subtopics within each major area. This made the task of selecting relevant sections more manageable so that in writing about a given topic in a major area the appropriate set of statements could be quickly identified, organized and incorporated into the body of the report. Where direct quotations were used, they were usually selected because they were typical of the ideas of respondents. A few of those chosen were quite atypical in

Table 6

Primary Data Sources

Interviewee	Time and place	Type	Position(s) pertinent to research
Sr. C. Wallace	Fredericton, N.B. Sept.-Nov./74	Informal	(1) Chairman, Maritime Provinces Higher Education Commission (MPHEC) (2) Former President, Mount St. Vincent University, Halifax, N.S.
N.B. Thompson	Fredericton, N.B. Sept.-Nov./74	Formal	(1) Acting Chairman, N.B. Higher Education Commission (1970-74) (2) Member, MPHEC (3) Chairman, N.B. Community College
J. Holmes	Halifax, N.S. Sept.-Nov./74	Informal	Executive Director, Association of Atlantic Universities.
R.D. Manning	Charlottetown, P.E.I. Nov. 5/74	Formal	(1) Acting Chairman, P.E.I. Commission on Higher Education (1971-74) (2) Member, MPHEC
K. Morrell	Charlottetown, P.E.I. Nov. 5/74	Formal	(1) Assistant Secretary to the Treasury Board, P.E.I. (2) Member, MPHEC
L. Mase	Charlottetown, P.E.I. Nov. 5/74	Formal	Deputy Minister of Education, Government of P.E.I.
D. Glendenning	Charlottetown, P.E.I. Nov. 6/74	Formal	(1) President of Holland College, Charlottetown, P.E.I. (2) Member, MPHEC
L. Lourks	Charlottetown, P.E.I. Nov. 6/74	Formal	(1) Member, MPHEC (2) Faculty member, University of Prince Edward Island, Charlottetown

Table 6 (Continued)

Interviewee	Time and Place	Type	Position(s) pertinent to research
J.R. Duffy	Charlottetown, P.E.I. Nov. 6/74	Formal	Dean of Science, University of Prince Edward Island
A.L. Murphy	Halifax, N.S. Nov. 7/74	Formal	(1) Chairman, N.S. University Grants Committee (1968-74) (2) Presently, Adviser to Minister of Education on Higher Education in N.S.
A. Manual	Halifax, N.S. Nov. 7/74	Formal	(1) Comptroller, Dept. of Finance, Government of Nova Scotia (2) Member, MPHEC
N. Hicks	Halifax, N.S. Nov. 12/74	Formal	President, Dalhousie University, Halifax Former Premier and Minister of Education, Government of N.S.
O. Carrigan	Halifax, N.S. Nov. 12/74	Formal	President, St. Mary's University, Halifax
W. Jenkins	Halifax, N.S. Nov. 13/74	Formal	(1) Chairman-designate, MPHEC (1972-73) (2) Former Principal, Nova Scotia Agricultural College
A. Lomas	Halifax, N.S. Nov. 13/74	Formal	Executive Director, Council of Maritime Premiers, Halifax, N.S.
N. Mason	Halifax, N.S. Nov. 13/74	Formal	Deputy Minister of Education, Gov't. of N.S.
A.E. Steeves	Halifax, N.S. Nov. 14/74	Formal	Acting President, Nova Scotia Technical College
Sr. M. Albertus	Halifax, N.S. Nov. 14/74	Formal	President, Mount St. Vincent University

Table 6 (Continued)

Interviewee	Time and place	Type	Position(s) pertinent to research
Sr. O. McKenna	Halifax, N.S. Nov. 14/74	Informal	(1) Author, Ph.D. Thesis on Developments in P.E.I. Education (2) Head, Dept. of Education, Mount St. Vincent University
J. Lauwerys	Halifax, N.S. Nov. 14/74	Formal	Former Director, Atlantic Institute of Education
J. Graham	Halifax, N.S. Nov. 15/74	Formal	Chairman, Royal Commission on Education, Public Services and Municipal Relations (N.S., 1974)
J. Cameron	Halifax, N.S. Nov. 15/74	Informal	Co-author of Special Report to Council of Ministers on Financing Higher Education in the Atlantic Region
J.O'Sullivan	Fredericton, N.B. Nov. 18-20/74	Formal	(1) Former Chairman, N.B. Higher Education Commission (1967-70) (2) Chairman, Cabinet Secretariat of N.B. (1970-74) (3) Secretary both Royal Commission on N.B. Higher Education and subsequent Committee, Report on Financing Higher Education in N.B.
L.G. Jaeger	Fredericton, N.B. Nov. 18/74	Formal	(1) Member, MPHEC (2) Dean of Engineering, University of New Brunswick

Table 6 (Continued)

Interviewee	Time and place	Type	Position(s) pertinent to research
J. Dineen	Fredericton, N.B. Nov. 18/74	Informal	(1) Former member, N.B. Higher Education Commission (2) Former President, University of New Brunswick
J. Anderson	Fredericton, N.B. Nov. 19/74	Formal	(1) President, University of New Brunswick (2) Chairman, Committee of N.B. University Presidents
E. Garland	Fredericton, N.B. Nov. 19/74	Formal	Former member N.B. Higher Education Agency
H. Malmberg	Fredericton, N.B. Nov. 20/74	Informal	Deputy Minister of Education, Government of New Brunswick
F. Atkinson	Fredericton, N.B. Nov. 20/74	Formal	Former Deputy Minister of Education, Government of New Brunswick
W.C. Facey	Fredericton, N.B. Nov. 20/74	Informal	Chairman, Committee of Academic Vice-Presidents, AAU
W.C. Duffy	Fredericton, N.B. Nov. 20/74	Formal	(1) President, St. Thomas University (2) Past-Chairman, Association of Atlantic Universities
I. Unger	Fredericton, N.B. Nov. 21/74	Formal	Former Chairman and Public Relations Officer Association of U.N.B. Teachers
S. Pert	Fredericton, N.B. Nov. 21/74	Informal	Accountant-Budget Officer, Dept. of Finance, N.B.

Table 7

Summary of Interviewee Positions
by Respondent Group

Respondent Group		Positions*
Government	3	Deputy Ministers of Education
	3	Finance or Treasury Board Officials
	1	Former Premier and Minister of Education
	1	Director of Council of Maritime Premiers
Coordinating Agency	6	Present or former chairmen
	10	Present or former agency members
Institutions	9	Presidents or senior university administrators
	3	Institute or college heads
	3	Spokesmen for the Association of Atlantic Universities
	1	Faculty association representative
Other	3	Authors of pertinent reports or studies

* Interviewees having dual roles are counted twice.

that they were the most explicit or candid statements of a particular point of view.

In concluding, some additional benefits of this approach should be mentioned. It served:

1. to uncover additional documents, mostly unpublished, from such sources as the legislative libraries, the archives, and the private collections of certain agencies and associations,

2. to reveal the identity of a few additional people who had a part to play in the developments,

3. to trace the historical episode in a new light as recounted first-hand by actual participants, and

4. as the key source for writing Chapters 5 and 7 which are concerned with the evolution of the new Commission and the issues emerging from the change in coordination structure.

The Questionnaire Instrument

The questionnaire was designed with a two-fold purpose in mind. It would first of all survey a larger cross-section of the population and thereby provide a more representative picture. Secondly, it would provide additional supporting evidence that would permit the refinement, grouping and ranking of perceptions and expectations with greater certainty. This would greatly facilitate the overall data analysis.

To achieve this purpose the analysis of documentary and interview data became a prerequisite for the development of the questionnaire. Perceptions emerging largely from the interviews were rephrased, condensed and grouped as a series of items that

corresponded to events, contributing factors, decisions, and expectations that were perceived to be important by the participants. The items called for an assessment of their extent of importance or involvement on a Likert-like five point scale that represented a continuum from "none" to "major" extent. Some flexibility was incorporated by providing respondents the opportunity to indicate and assess additional items that in their view properly belonged to a particular group. Participants were also encouraged to qualify or amplify a response if they felt that the item as phrased did not apply to their situation.

Decisions pertaining to the general design and strategy of the questionnaire were influenced to a large degree by the model of system action and change. To be consistent with the flow of effects that it depicted, the questionnaire (Appendix C) was constructed with three component parts:

Part A: Development from Provincial to Regional Coordination

This section (32 items) was designed to determine the general perceptions of the respondents concerning the antecedents, the demand articulators and the specific factors that contributed to the change in the coordination structure of the higher education system.

Part B: Specific Task Areas and Extent of Involvement

The second part (26 items) was intended to investigate the change in the coordination process that was expected to accompany and result from the establishment of a regional coordinating mechanism. To determine process change, respondents were asked to assess the actual involvement by their provincial agency and to indicate the

level of involvement expected of the regional agency in three major functional areas. The specific task areas of each function were adapted from the methodology of studies conducted by Berdahl (1970) and Small (1972), with modifications being made to conform more closely to the duties prescribed in the legislation that created the respective agencies. This section was included to ascertain the responsibilities to be assumed by the three subsystems of the new structure as perceived by the various respondent groups.

Part C: Expectations and Recommendations

The ten items in this last section were identified by interviewees as being contentious issues or problematic areas that have arisen as a consequence of the development of a regional system of coordination. They were perceived as concerns with region-wide implications. The purpose here was to order these items by ascertaining the perceived intensity of the need for action by the system and by determining the capability of the system to successfully deal with these issues. The open-ended question at the end was included to provide an opportunity for respondents to speculate on what further action and change in the structural features of the system might be anticipated as a result of these concerns.

The Questionnaire Data

Following the construction of a draft questionnaire a pilot test was arranged with a number of available persons who were sufficiently knowledgeable about the subject or the region to give constructive feedback. As a result minor changes were made before

distribution in February, 1975.[3]

This part of the investigation sought a spectrum of opinion representative of the three levels of inquiry designated as government, coordinating agency and institutions. Collectively they were regarded and labelled as members of the higher education community who, by virtue of their positions, have participated in or been directly affected by the organizational change. The population to be surveyed included ministers and deputy ministers of education, past and present members of the coordinating agencies, senior administrators of the institutions and the directors of regional bodies that represent governments or institutions. The population thus constituted numbered 60 in total including those who had already been interviewed. It was felt that interviewees should be given the opportunity to restate or reassess their views in the context of a more structured approach. While some of the questions may have touched on topics discussed earlier, this group was asked to respond freely without being concerned about earlier positions taken.

Questionnaires were mailed out early in February and with the help of a reminder letter, 48 or 80 percent of the questionnaires were completed and returned. Table 8 provides a complete breakdown of the returns by respondent group. While responses to the questionnaire were anonymous, respondents were asked to identify themselves by province, level and position.

Data from the questionnaire were coded according to numbers which were assigned to the items after the questionnaires were

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[3]See Appendix D for correspondence.

Table 8

Summary of Questionnaire Populations and Returns by Respondent Group and by Province

Respondent Group	No. of Questionnaires Mailed	No. of Completed Questionnaires Returned by Provinces				Total and Percentage Returns	
		N.B.	N.S.	P.E.I.	Region	N	%
Government	14	3	3	4	1	11	78.6
Coordinating Agency	19	6	5	2	1	14	73.7
Institutions	27	8	10	3	2	23	85.2
Totals	60	17	18	9	4	48	80.0

The conceptual framework incorporated a simple model of system action and change developed from analytic paradigms that had been used by Easton (1965) and Meranto (1967) to study political systems and policy development. The model provided a rationale for the organization of the study and was employed as a basis for inter-relating the major areas of inquiry and the major components of the data analysis.

Data-gathering proceeded by means of an initial search of documents which led to the construction of an interview schedule. Following an analysis of data gathered by a series of interviews, a questionnaire instrument was designed to provide the data that were considered necessary for a more complete and accurate description and analysis. The higher education community which provided the bulk of data through interview and questionnaire response consisted of officials who held key positions at the government, agency and institutional levels in each of the three Maritime provinces. The questionnaire data provided the basis for a number of statistical comparisons of the perceptions held about coordination developments by groups representing the different provinces and levels.

Chapter 4

A PROFILE OF HIGHER EDUCATION IN ATLANTIC CANADA

Introduction to the Region

The Atlantic provinces constitute one of five mega-regions of Canada. Comparisons with the other four regions of Quebec, Ontario, the Prairies and British Columbia reveal significant regional differences that spring largely from demographic and socio-economic conditions.

Based on 1971 census statistics, the Atlantic region with just over two million residents is the smallest of the five regions in population--slightly less than that of British Columbia. Although the total population of the region has increased since 1961, it now represents only 9.5 percent of the population of Canada compared with 10.4 percent in 1961. The region makes up about 5.4 percent of the area of Canada and is distinguished by its long and irregular coastline.

Comparisons using other indicators show that the region is economically less fortunate than its counterparts. Following a comparative study of these regions, Denton (1966:14) concluded from his research that:

> The Atlantic region has a particularly unfortunate set of characteristics. The effect of relatively low basic rates of earnings is reinforced by very high unemployment rates, an unfavourable age structure, and low labour force participation rates. Seasonal fluctuations are severe, the general educational level of the population is lower than in other regions, and a

large proportion of the population live in rural nonfarm areas which tend to have low income levels.

Indications are that the disparity of income levels and the other factors that contribute to the gap between the Atlantic region and the rest of Canada have not improved over the last decade.

The development of higher education in the region has reflected to a very large extent the economic deficiencies of the Atlantic Provinces. Although significant gains were made during the sixties, the greater advancement made by other regions still leaves the Atlantic institutions at the bottom of just about every statistical category that is used as an indicator of growth.

One such index is the proportion of provincial revenue that governments have allocated for university expenditures. Table 9 below shows that in spite of a massive increase in support by the governments in the Atlantic region, there was for every year from 1961 to 1967 less than half of the amount expended in the Atlantic region, calculated as a percentage of total net provincial revenues, compared with that spent elsewhere in Canada. Now that the phenomenal growth has ended, early trends indicate that, if anything, the proportion of provincial revenues earmarked for universities will decline.

The remaining sections of this chapter contain a description of the evolution and present structure of the institutional framework of higher education in the Atlantic region. Table 10 and the commentary that accompanies it gives an overview from a regional perspective. This is followed by a more in-depth look at significant developments that have recently shaped the patterns at the provincial

Table 9

Total University Revenue from Provincial Sources Expressed as a Percentage of Total Provincial Net General Revenues: Atlantic Region and Canada

Financial Year	Atlantic Region	All Provinces
1961-62	1.9	4.9
1962-63	1.2	5.2
1963-64	2.1	5.7
1964-65	2.4	6.2
1965-66	3.2	6.8
1966-67	3.5	7.7
1967-68*	---	---

* New federal-provincial fiscal arrangements; not comparable with previous years.

Source: Association of Atlantic Universities 1969 Report, Higher Education in the Atlantic Provinces for the 1970's; p. 47.

level. The chapter concludes with a brief account of cooperative activities at the interprovincial level.

Institutions of Higher Education in the Region

An examination of Table 10 will give some idea of the magnitude and complexity of the region's college and university systems. The following general comments may add to the picture it presents:

1. With 17 degree-granting institutions for a population of two million people, the region has the highest number of "universities"

Table 10

The Contemporary Structure of College and University Education in Atlantic Canada

Province and Institution	Location	Year Established	Level of Program	Enrolment Full Time 1973
Prince Edward Island				
A. University of P.E.I.	Charlottetown	1969	U*	1419
B. Holland College	Charlottetown	1969	Dip	694
New Brunswick				
A. University of New Brunswick	Fredericton	1859	D	*4559
Université de Moncton	Moncton	1962	D	3118
Mount Allison University	Saskville	1858	M	1356
St. Thomas University	Fredericton	1934	M	904
UNB Saint John Campus	Saint John	1968	U	540
B. N.B. Community College	Province-wide	1973	Dip	
Nova Scotia				
A. Dalhousie University	Halifax	1820	D	6374
St. Francis Xavier University	Antigonish	1855	M	2658
Acadia University	Wolfville	1838	M	2552
St. Mary's University	Halifax	1843	M	2392
Mt. St. Vincent University	Halifax	1966	M	1175

Table 10 (Continued)

	Province and Institution	Location	Year Established	Level of Program	Enrolment Full Time 1973
Nova Scotia (Continued)					
	N.S. Technical College	Halifax	1906	D	426
	N.S. College of Art and Design	Halifax	1887	M	369
	University of King's College	Halifax	1789	M	272
	College Sainte-Anne	Church Point	1892	U	83
	Atlantic Theological Institute	Halifax	1971	M	74
	Atlantic Institute of Education	Halifax	1969	D	8
	College of Cape Breton	Sydney	1974	U	
B.	N.S. Teachers' College	Truro	1908	Dip	511
	N.S. Agricultural College	Truro	1905	Dip	180
Newfoundland					
A.	Memorial University	St. John's	1949	D	7360
	MUN-Corner Brook Campus	Corner Brook	1975	U	
B.	College of Trades and Tech.	St. John's	1963	Dip	1700
	College of Fisheries	St. John's	1963	Dip	2500

*Key: D - Doctoral level
M - Master's level
U - Undergraduate level
Dip - Diploma level

per capita in Canada and perhaps in the world.

2. By common standards of size some of the institutions would fail to qualify as universities as the term is used.

3. The total enrolment of just over 40,000 students represents about seven or eight percent of the total college and university enrolment in Canada.

4. The non-university sector has not developed to the same extent as in other regions of Canada. There are a number of institutes of technology, trade schools, and specialist colleges that are not included in this table. Most of them come directly under the control of various government departments that together make up a highly fragmented structure. The New Brunswick Community College concept which is described later in this chapter is an attempt to rectify this situation in one province.

Developments in Prince Edward Island

Prince Edward Island provides an interesting example of how religion, politics and economics have uniquely combined to shape the pattern of higher education in a Canadian province. Its history shows how different religious affiliations can affect cooperative efforts that are directed toward the solution of common problems. It demonstrates too how government action--counter to strong historical, cultural and religious patterns--can be swift in legislating radical changes in the interests of economy and other provincial priorities. The crises that prompted these changes emerged in the early 1960's. This account, therefore, will focus on the more

recent stage in the development of the Island's higher education system.

University education for the Island's students has traditionally been provided by two institutions of higher learning--Saint Dunstan's University and Prince of Wales College, both located in Charlottetown. For over one hundred years these two institutions had developed along separate paths that represented in practice a division of effort along demoninational lines. Saint Dunstan's University was established, supported and largely attended by citizens of the Roman Catholic faith while Prince of Wales College enrolled mostly students from Protestant denominations. This division occurred in spite of the fact that Prince of Wales College was supposed to be a public secular college that came under the control and support of the provincial government.

Over this period Prince of Wales retained its status as a two-year college so that its students were required to complete their last two years of study for a degree elsewhere. St. Dunstan's received its degree-granting authority in 1917 but it was not until 24 years later that the university awarded its first bachelor's degree.

Another 20 years were to pass before the university was in a position to offer a degree in education for teachers. This predicament arose because Prince of Walles College in amalgamating with the Provincial Normal School some years earlier had inherited the right and responsibility for teacher training. The government chose to recognize this prerogative and used its licensing authority to enforce

it. With the province facing a teacher shortage in the late 1950's, the unilateral privilege was challenged by St. Dunstan's University. The government relented and there immediately followed strong protests from the Protestant sector deploring the extension of these rights to a sectarian university and fearing a situation where children in public non-sectarian schools would be taught by sectarian trained teachers. From this controversy a strong petition developed supporting the creation of a non-sectarian university out of Prince of Wales College that among other things would confer degrees necessary to qualify for the teaching profession.

The next series of events marked the first real government participation in university planning and policy making. Following the example of other Canadian provinces, the government appointed a Royal Commission to investigate and advise on current problems and the future development of higher education. In particular the government sought advice on how to best implement its decision to elevate Prince of Wales College to university status and contribute toward the operational and capital costs of both Island universities.

In its report released early in 1965 the Commission supported the government's decision to elevate Prince of Wales to university status and proposed that the two be federated into a new provincial university of Prince Edward Island but with each retaining its own identity. Under this arrangement annual operating grants would be made by government to both components on the same basis (Bonnell Commission; 1965:25).

During the fiscal year of 1966-67 the government provided

an operating grant for the first time to St. Dunstan's University. At the same time Prince of Wales College began extending its offerings to the degree level and also announced plans to expand its facilities. Each institution seemed to have solved its most pressing problem and, as McKenna reported, "steps toward federation were slow and faltering" (1970:45).

In order to expedite the move toward greater cooperation, the government appointed a University Coordinating Council in 1967 composed mainly of academic representatives. The Council, in operation for only one year, met infrequently and accomplished little. An interview respondent and former member of the Council described it as a "colossal failure" mainly because its members did not take the government's intent seriously and because the people involved didn't really want to cooperate.

The next move by government came in the spring of 1968 when a bill to create a University Grants Commission was introduced in the Legislative Assembly. The legislation proposed broader powers for this body that would facilitate the coordination of programs and the integration of plans for the future development of the two institutions. By this action the Government of Prince Edward Island gave notice that they were now prepared to provide the means for coordination that the institutions themselves were either unable or unwilling to effect.

The move was opposed by the academic community and a strong protest was mounted by faculty and students, particularly from Prince of Wales College, in an attempt to have the legislation withdrawn

(Moase, 1972:21). The ensuing confrontation prompted action that probably represents the most abrupt change of plan and approach undertaken by a provincial government in the recent history of Canadian higher education.

The University Grants Commission Bill had assumed the co-existence of the Island's two institutions. One week after its introduction it was made redundant by Premier Campbell's announcement of a comprehensive plan that would revamp the complete structure of higher education in the province. The major changes outlined in the white paper titled Policy Statement on Post-Secondary Education (Campbell, 1968) were: (1) the development of a single university of non-denominational character and as a public institution; (2) the creation of a college or institute of applied arts and technology, and (3) the establishment of a Commission on Post-Secondary Education to direct the planning and development of these institutions.

The fundamental argument advanced by Premier Campbell to support this action was that Prince Edward Island, being Canada's smallest province with just over 100,000 citizens and a potential of about 2,000 students, simply could not afford the luxury of two universities. He concluded that "a continuation of the existing uncoordinated and fragmented expansion program of these two universities can only lead to further duplication and increased costs per student" (1962:24). As the following excerpt from his policy statement indicates, he left little doubt as to the future of Prince of Wales College and Saint Dunstan's University:

> I must emphasize that integration will not be forced upon either institution. If either wishes to continue its existence as a private institution utilizing its own financial resources, the government certainly will not interfere. But, let one thing be very clear, the government will support financially with all the funds at its disposal, only a single public university in Prince Edward Island. . . . It must be considered to be the university of all religious faiths, the university for each and every ethnic group. In short the university of and for all Islanders (1968:38).

The final action by government took place during the 1969 spring session of the Legislative Assembly when the components of the new structure were legislated into being. It marked the end of a transition that in a period of less than four years witnessed the emergence of a provincial system of public higher education (small as it is) and saw a change in government role from that of a passive observer to one of an active participant. As fate would have it, the transformation ended when Prince of Wales College granted in May of 1969 degrees to what was both its first and last graduating class.

Developments in New Brunswick

The province of New Brunswick has taken quite a different approach from that of Prince Edward Island in its attempt to better rationalize and organize its system of higher education. Although there have been disagreements, there has been in the higher education community a fundamental consensus about the pattern of future development and generally speaking it has proceeded according to preconceived plans slowly and smoothly over a ten year period. The outcome is testimony to the remarkable success of a Royal Commission Report as a basic planning instrument for change in higher education.

At present in the province of New Brunswick the university system is composed of four institutions. The University of New

Brunswick and the Université de Moncton are the two major multi-programme universities which together accommodate close to 80 percent of the total university enrolment of the province. About 40 percent of the population of New Brunswick are French-speaking citizens and it is this segment that the Université de Moncton serves. Mount Allison University and Saint Thomas University are both church-affiliated institutions that in many ways resemble liberal arts colleges established elsewhere in Canada.

As in the case of most Maritime universities, three of the four New Brunswick institutions trace their histories back to the early or middle part of the nineteenth century. For the most part their development was left to sectarian efforts and private initiative for many years. Political, cultural and religious tensions persisted during the early stages of evolution.

The University of New Brunswick, the oldest and largest of the group, has been a state-supported institution since its beginning as an academy of liberal arts and sciences in 1785. The institution received a provincial charter in 1800 as the College of New Brunswick and was granted a royal charter in 1828 as King's College. In 1859 it was recognized as the University of New Brunswick by an act of the provincial legislature. For the greater part of the next century, the growth of the provincial institution was slow and government support was so sparce at times that supplementary payments became necessary to periodically cover operating deficits.

Mount Allison University was also founded before Confederation, dating its beginning in 1839 as a Methodist College. It received its degree-granting powers in 1858 and awarded its first degrees five

years later. At present it is non-sectarian but it remains a private institution affiliated with the United Church of Canada. Because of its central location in Sackville, close to the Nova Scotia border, the majority of its students have in the past come from Nova Scotia and areas outside the Atlantic provinces. Up until the beginning of the 1960's only about ten percent of its operating revenue came from provincial sources. Fees and federal grants provided a large portion of the balance. During the 1960's when most other institutions were experiencing rapid growth, Mount Allison followed a firm policy of developing primarily as an undergraduate liberal arts college with a limited enrolment. As a consequence the total number of full time students has increased by only 100 over the 1,200 that were enrolled in 1960.

St. Thomas University had its origin during the 1860's when the Christian Brothers established a school for the advanced training of English-speaking boys in the Chatham area. In 1934 it was granted degree status but it was not until 1958 that it assumed its present title. Now it is a co-educational Roman Catholic institutions affiliated with the University of New Brunswick and located on the campus in Fredericton. Like Mount Allison its expansion over the years has been limited and, without any substantial amount of support from provincial sources, it too was hard pressed to cover its operating costs with the funds from other sources.

In addition to the above three English-language universities there were up until 1961 three small universities that served the needs of the French-speaking citizens. The three, St. Joseph's,

Sacred Heart and St. Louis, had a combined enrōlment of 985 in 1961-62 compared with some 3,500 in the English-language institutions. Two years later they became affiliates of a new French-language university, the Université de Moncton.

The turning point in the development and rationalization of higher education in New Brunswick occurred with publication of the Report of the Royal Commission on Higher Education in June of 1962. Better known as the Deutsch Commission in recognition of its chairman, Dr. John Deutsch, the document was destined to become the catalyst and the plan for changes that would have far-reaching effects on the university system of the province.

The Royal Commission documented in detail the problems and deficiencies of the existing system noting in particular the inadequacy of provincial government support. The Commission recognized that, as the system was then organized and financed, the institutions would not be able to cope with the substantially greater number of students that were anticipated in the next five years. Being also conscious of the relatively limited financial resources of the province, the Commissioners proposed that for a period of roughly ten years the development of higher education should be subject to two main priorities (1962:95) as follows:

1. New Brunswick students should receive an adequate standard of higher education, no matter which institution they choose to attend.

2. To avoid duplication of programs and dispersion of resources, a consolidation of the existing institutional structures should be undertaken on the basis of a strategy that identified Moncton and Fredericton as the two higher education "growth centres."

The Commission Report then proceeded to recommend the changes that would be necessary to provide an adequate structure and an adequate level of assistance to support the system.

In terms of planned change and growth, the next five years proved to be the most dynamic period in the long history of higher education advancement in the province. When the same commissioners were invited to compile a subsequent report in 1967, they were no doubt pleased to find that developments had proceeded along a course almost identical to the one they had charted. In its second report under the title of the Report of the Committee on the Financing of Higher Education in New Brunswick the committee summarized the major changes that had already been made in the structure of the province's university and colleges (1967:11). These included:

1. the establishment of the Université de Moncton as the sole degree-granting French-language university;

2. the further development of the University of New Brunswick, and particularly its facilities for advanced specialized and professional studies;

3. the beginnings of a branch of the University of New Brunswick in Saint John; and

4. the federation of St. Thomas University with the University of New Brunswick in Fredericton.

In addition, the structure of grants set out by the Royal Commission provided the basis of provincial government financial assistance over this period.

One recommendation that met with somewhat less success was

the Commission's proposal for a formal Committee of University Presidents for the province. In reviewing the progress made in this direction the Committee (1967:57) reported that "some effort was made to establish this type of liaison but for a number of reasons it has not developed as fully and as adequately as had been hoped."

In addition to the need for more cooperation among universities the Committee now recognized the urgent need for a continuous rather than a periodic review of developments, given the increased complexity and magnitude of the higher education enterprise. They concluded that:

> . . . these new circumstances call for the immediate establishment of a permanent Commission on Post-Secondary Education which would have a continuing responsibility for advising the government on the needs and the appropriate pattern of the future development of all these important forms of educational activities (1967:55).

This marked the genesis of the New Brunswick Higher Education Commission and the beginning of another phase in the continuing development of a more coordinated system of higher education for the province.

With the foundation for future planning well in place, the permanent Commission was able to carry on in the same tradition. In this developmental process the province of New Brunswick has pioneered in Canada a scheme that provided for advance notice from government about what level of assistance it was prepared to pay to universities and colleges. In 1962 the level of support was indicated for the next five years and again in 1967 grants were announced for a two-year period. Subsequent planning documents endorsed this pattern. The first one published by the new Commission in 1969 titled Investing in the Future reaffirmed their faith in a policy that

"permits institutions to budget and to plan more effectively and to avoid being distracted from fundamental policy questions by short-term budgetary crisis" (1969:10).

The most recent step toward a rationalization of the entire provincial system of higher education was initially proposed in the Commission's second planning document, Flexibility for the 70's. The report issued in 1972 outlined a new organization for the future development of non-university education that would, they claimed, better meet the needs of the 80 percent of the university age group that elect not to attend university. It proposed that a corporate entity be established "to direct, control and finance a system of community colleges" (1972:49). The following year the New Brunswick Community College became a reality.

Looking at the New Brunswick system as it has emerged to date, one can recognize how far it has come in the last decade or so in the province's attempt to achieve a balanced educational policy in higher education.

The New Brunswick Higher Education Commission in its 1972 Report, Flexibility for the 70's, made this observation about the progress that had been made:

> The fact that we have persisted so long within the same basic planning framework is a measure of both the creative foresight of the Royal Commission proposals and the sustained effort put forward by the higher education community of New Brunswick to give substance to those proposals (1972:8).

Developments in Nova Scotia

A comparison between the network of institutions of higher education in Nova Scotia with other provincial systems of its size

leads to an immediate conclusion: the Nova Scotia system is more complex and more difficult to rationalize. Nova Scotia has probably been the scene of more institutional proliferation and more attempts at university consolidation and federation than any other province in Canada. Arguments for and against greater coordination and cooperation have persisted for almost as long as the universities themselves. Since more success attended recent efforts of cooperation, this account will focus mainly on developments since 1960.

A glance at Table 10 (p. 87) shows that Nova Scotia has founded 12 institutions that are more or less equivalent to universities. Counting only the larger of these institutions or the number located in Halifax alone, the total adds up to more degree-granting institutions than there are in most provinces. Together they almost outnumber the universities of Ontario, a province with ten times the population of Nova Scotia. Dalhousie University stands out as the largest and is the only one with a full range of professional faculties and specialized departments. St. Francis Xavier, Acadia, St. Mary's and Mount St. Vincent could be compared with a number of small, mainly undergraduate, univerisities existing elsewhere in Canada. Together these five institutions account for more than 80 percent of the total university registration in Nova Scotia. The remaining seven either offer degrees in specialized areas or are loosely affiliated with one of the larger universities.

Historically most of these universities were established as a result of sectarian divisiveness. Just about every religious denomination active in the province founded their own institution

of higher education. King's College (now the University of King's College in Halifax) was the first to be established in 1789 as a Church of England institution. In 1802 when it was granted university powers King's became the first colonial university in the British Empire. Dalhousie was intended to be non-denominational in character but it received its greatest support from the Presbyterians and the Methodists. While Dalhousie was struggling to get into operation, the Baptists decided to establish its own institution in Wolfville in 1838 and it later became Acadia University. At about the same time the Scottish, Irish and French Catholics became interested in institutions of higher learning with the result that St. Mary's in Halifax, St. Francis Xavier in Antigonish and College Saint-Anne at Church Point emerged on the educational landscape.

Most of these institutions managed to survive and grow in spite of many obstacles and the fierce competition. Today they accommodate in excess of 20,000 students, together they award more than 4,000 degrees, and in total they consume over 40 million dollars in operating grants. Maritimers have come to accept their small institutions as a part of their heritage and defend their size and multiplicity on the grounds of the high quality and personal education they provide. Outsiders continue to be baffled by the proliferation that prompts such comments as that reported by Phillips (1957:217): "Much of Nova Scotia is rock, and all educational institutions appear to have been built on this enduring foundation."

Periodically throughout the history of university education in Nova Scotia the government has shown concern about the proliferation

of institutions and programs. Its first attempt to consolidate the universities was in 1876 when the University of Halifax was chartered as a degree-granting body on the model of the University of London. As an examining body its purpose was to bring some uniformity to the congeries of institutions. During its short existence it granted only eight degrees and, without the cooperation of the institutions, it was forced to close in 1881. Its end also marked the termination of government grants that were not to be resumed until the early 1960's.

The first successful agreement in program coordination was reached in 1907. Dalhousie University had announced its intention to enter the field of mining engineering and four other institutions followed suit. At this juncture the government stepped in and established the Nova Scotia Technical College. The institutions agreed that the College would provide the last two years of engineering education and confer the degrees. Ironically, at the present time the government is trying to amalgamate the College with Dalhousie University and, although the move is very strongly opposed, Dalhousie's original objective may yet be realized.

Fifty years passed before the government again became involved but this time it became an active and permanent partner in the development of the higher education network. As in the case of New Brunswick and Prince Edward Island the 1960's proved to be a most eventful decade.

> The 1960's were marked by a degree of success in university consolidation and cooperation unmatched for a hundred years, in part a result of the gentle but persistent prodding of the University Grants Committee, which was established in 1963 (Graham Commission, 1974:19).

With this introduction the Report of the Royal Commission on Education, Public Services and Provincial-Municipal Relations goes on to outline some of the more significant accomplishments as being the following:

1. Close cooperation between Dalhousie and Mount St. Vincent University that amounts almost to federation.

2. The merger of three schools of theology into one Atlantic institute.

3. An extensive cooperative agreement between Dalhousie and the Nova Scotia Technical College with complete integration being considered.

4. A cooperative agreement between College Sainte-Anne and Acadia University.

5. The union of Xavier College and the N.S. Eastern Institute of Technology to form the new Cape Breton College.

6. The development of Dalhousie Killam Library as a provincial service.

The future of the Nova Scotia Teachers College and the Nova Scotia Agricultural College is yet to be worked out but so far they have resisted efforts by the University Grants Committee to have them amalgamated as the nucleus of a community college. The Atlantic Institute of Education has yet to be accepted as a regional institution and even as a provincial institution its future role is uncertain.

Over this same period the provincial government assumed an increasing responsibility for financing higher education. Starting with a total of $2 million in 1963, the commitment has increased more than 20 times this amount in a decade. The University Grants Committee was created in 1963 to advise government on how this amount should be

divided up among the many institutions. Sectarian institutions were included and they progressively became more independent of their respective churches and more dependent on public funds. Although the outlines of a complete provincial system of higher education are not yet as distinct as in the other Maritime provinces, the government influence has been just as pronounced.

The Newfoundland Structure

In Newfoundland, the three major religious groups--the Anglicans, Catholics and Methodists--established colleges in the nineteenth century but there was no university level instruction provided until Memorial University College was established in 1925. Since then the development of higher education in Newfoundland has centred largely around this institution. Since receiving its university charter in 1949, it has undergone continuous expansion so that today in terms of enrolment it is the largest university in the Atlantic provinces. Since the establishment of its own medical and engineering schools, it has become less dependent on the larger universities of New Brunswick and Nova Scotia for the training of its doctors and engineers. Memorial has been a provincial university since its inception and depends quite heavily on government support for operating and capital expenditures. The branch campus at Corner Brook will offer the first two years of arts and science programs when it begins operating in September, 1975.

The College of Trades and Technology and the Fisheries College are the two principal components in the non-university sector. In 1968, the Royal Commission on Education and Youth advocated the

establishment of a system of six regional colleges for the province. No action has yet been taken by government on this proposal.

Interprovincial Cooperation

The presence of a fairly large number of small universities in a sparsely populated region with limited resources dictates close cooperation. Hence there has always been some pressures for inter-provincial cooperation in the Atlantic region.

So many universities among so few people attracted the attention of the Carnegie Corporation early in this century. The Corporation had been the source of endowment awards for Maritime universities during the decade of 1911-21 and their interest led to a study of education in the Maritime provinces. In the report published in 1922, the authors recommended that a University of the Maritime Provinces be established with its base in Halifax (Learned and Sills, 1922). They envisaged a combination of all universities and colleges that wished to join in a federation that would be modelled on the University of Toronto. MacNutt (1973:446) in recounting the events described the outcome after several years of debate: "Local and denominational loyalties held hard against the reasoned appeal of the Carnegie Corporation and the financial enticements offered." The only success achieved was the move of King's College to the Dalhousie campus after a fire had destroyed its buildings in Windsor, Nova Scotia.

Recent attempts to bring the universities of the region into cooperative agreements have been more successful. The Association of Atlantic Universities (AAU) has been a key instrument in improving

interprovincial relations in the higher education community. The Association, founded in 1964, is a voluntary organization of independent institutions. It is financially supported by a membership of 16 universities of the Atlantic region. The AAU has its own secretariat and operates through an executive council composed of the presidents of the member universities. Its general purposes are (1) to assist the coordination of higher education, (2) to ensure high academic standards in a period of rising costs, and (3) to avoid unnecessary duplication of faculties and courses of studies.

In the AAU report, Higher Education in the Atlantic Provinces for the 70's, a review of cooperative endeavors and achievements is given. Among the more significant has been an agreement by the Maritime universities to restrict doctoral work to the two larger institutions of Dalhousie and the University of New Brunswick. Other main results include closer cooperation between summer schools and between university business officers, attempts to work out uniform admission requirements and efforts to establish a uniform data reporting system.

In certain ways a number of institutions have a regional role to play. The Université de Moncton is regarded as the central institution for French university education in the region. The Nova Scotia Agricultural College has traditionally served all provinces of the region. In addition there are a number of agreements for providing joint financial support for programs that benefit the region as a whole. The faculties of medicine and dentistry at Dalhousie and the forestry program at the University of New Brunswick are just two examples of such joint action.

SUMMARY

The purpose of this chapter was to describe the Atlantic region and its higher education network in a context that would illuminate the magnitude and complexity of the institutional systems and of the coordination problems involved.

Following a description of the contemporary structure of college and university education in Atlantic Canada from a regional perspective, the development of institutional systems in each of the provinces was traced as they took shape during the decade of the 1960's. The striking contrasts in the approach used by each province to rationalize its system were noted and the change in government and university relationships was discussed.

The chapter concluded with a brief consideration of the attempts being made to foster greater cooperation on an inter-provincial basis.

CHAPTER 5

THE EVOLUTION OF A REGIONAL STRUCTURE FOR COORDINATION

The data reported in this chapter have been divided into two parts. The first part is concerned with how the Maritime Provinces Higher Education Commission came into being and therefore describes the major events and decisions that led to its establishment. Documentary sources with supportive data from interviews provide the basis for this description. The second part is concerned with why the regional commission was created. The determinant factors contributing to its formation are based largely on questionnaire data, again supported by interview responses.

I. EVENTS AND DECISIONS IN THE EVOLUTION

The development of the regional commission may be traced through the following four phases: (1) policy formulation, (2) policy decision, (3) policy action and reaction, and (4) policy output.

Policy Formulation

The principle of interprovincial cooperation among Atlantic universities became firmly established with the recognition that the provision of costly areas of specialization was beyond the individual means of any one of the four provinces. Prior to the sixties a number of ad hoc arrangements for the joint support of programs in specialized

fields had already been made.

In 1962 the Report of the Royal Commission on Higher Education in New Brunswick stressed the inadequacy of these arrangements and proposed the following solution:

> The Commission believes that the present situation would be considerably improved by the establishment of interprovincial machinery to coordinate the various measures of joint support. Efficient machinery of this kind would permit the attainment of both an equitable, clearly-understood cost-sharing formula among the various provinces requiring special central educational services and a firm basis for planning by the schools requiring joint assistance (1962:94).

Thus, it was in this context that the idea of an interprovincial coordinating agency in higher education for the region was first introduced in the documentary record. At the time the proposal had little impact and over the next few years each of the provinces became preoccupied with attempts to rationalize their own higher education system and to build up its own provincial machinery for coordination. Toward the end of the decade the idea emerged again and although the context was quite different there was an important connection to be made between the two events in the person of Dr. J.J. Deutsch, the Chairman of the New Brunswick Royal Commission.

The developments which were to have significant region-wide implications began on March 26, 1968 with the following statement by the premiers of the three Maritime provinces in their respective legislatures:

> The Premiers of Nova Scotia, Prince Edward Island, and New Brunswick have agreed to sponsor a special study on Maritime Union including the possibilities for economic and other forms of regional coordination and cooperation.
>
> Dr. J.J. Deutsch, Principal of Queen's University and formerly Chairman of the Economic Council of Canada, has agreed to assist

> in organizing the study, to supervise it and to act as a special advisor. In addition he will participate in the formulation of any recommendations and reports (Report on Maritime Union, 1970:3).

To carry out this assignment a series of special studies dealing with a wide range of matters pertinent to the possibilities and problems of Maritime cooperation were undertaken during the year that followed. One of these studies was concerned with the state of higher education in the three Maritime provinces and with its future prospects. It was included because "education is vital to the future prosperity of the region and if anything would influence or be influenced by Maritime Union it would be the universities" (Maritime Union Study, 1970).

To review the needs for region-wide policy in higher education a four-man study group was established consisting of:

Dr. Arthur Murphy, Chairman,
N.S. University Grants Committee

J.F. O'Sullivan, Chairman,
N.B. Higher Education Commission

Dr. E.F. Sheffield, Chairman,
P.E.I. Commission on Post-Secondary Education

Dr. H.J. Somers, Executive Director,
Association of Atlantic Universities

The project group in turn approached the Association of Atlantic Universities to undertake this review with a specific mandate to assess the existing forms of cooperative behavior among institutions of higher education and to examine the future potentials for this type of approach.

In January, 1969 the project group met with the Association to consider the proposed study and how it should be approached. During

discussion the AAU expressed some concern about its participation.

> Some of the Presidents felt it would be unwise for the AAU to conduct this study. They questioned the objectivity of such a study if done under the auspices of AAU. Some felt the Maritime Union Study group should engage a person to carry out the study on higher education (AAU, 1969).

Eventually there was agreement among the Presidents that the study should be done with the help of outside people but under the auspices of the Association. The outcome was a comprehensive report prepared by Dr. H.J. Somers, John F. Crean and M.M. Ferguson under the title of Higher Education in the Atlantic Provinces for the Seventies and published in December, 1969.

One key recommendation pertained to the possibility of one grants committee and one master plan that would make for more cooperation on a regional basis. Because of its significance for this study, the proposal (Recommendation IV) is presented below in its entirety:

> Accordingly, whether Maritime political union comes about or not, we advocate one university grants committee adequately staffed to serve the three provinces. In considering this recommendation we have pointed out some of the frustrations that would be inevitable. However, on account of the regional facilities in specialized fields, the smallness of the area, and the impossibility of providing adequate staff at a reasonable cost for three committees, we believe that this is the proper solution.

In the event that one committee was not deemed politically feasible the recommendation provided the following alternative:

> We advocate at the very least a far closer working agreement between the various provincial committees, with continuous consultation and with sharing of staff properly qualified to provide statistical data, financial analysis and research (1969:93).

The Chairman of the three provincial agencies agreed with essentially every recommendation made by the AAU report to the Maritime

Union Study except the one that would have their agencies replaced by a single grants committee. They therefore found it necessary to attach a separate brief report, Region-Wide Policies for Higher Education, to the larger AAU study making their position clear. As J.F. O'Sullivan (1974) explained in his interview, they did not disagree so much with the concept, it was just that in the absence of political union they simply could not see how it would be feasible. Their report alternatively supported "a more fruitful and practical approach to try and build up more systematic and regular forms of consultation among the various provincial grants committees which already existed."

In October, 1970 Dr. Deutsch and his study team released their final report on the Maritime Union Study. For anyone familiar with the position he supported in 1962 (as described above) his recommendation would not have been any surprise. As one of a number of areas of possible cooperation and joint action, he saw in the "one grants committee" idea an opportunity to advance common regional interests progressively toward political union. Accordingly, in supporting the first part of Recommendation IV of the AAU Report and opposing the three agency chairmen in their stance, he proposed to the three governments that early consideration be given to the establishment of a single university grants committee for the region (The Report on Maritime Union, 1970:78).

Policy Decision

On May 25, 1971 the three Maritime Premiers met in Fredericton to consider the recommendations of the Deutsch Report on Maritime Union.

They agreed with the report that as a first step suitable machinery should be established to formulate and approve regional policies. For this purpose the Council of Maritime Premiers was created.

On the following day a press release from the three premiers stated that agreement had been reached by the Council to initiate joint action on seven different fronts. They agreed to coordinate policy and programs in such areas as environmental affairs, police training, mapping, surveying, and data bank and statistical service. At the top of the list was the announcement of the decision to establish a Maritime Provinces Higher Education Commission (Council of Maritime Premiers, 1971a).

As support for this joint action the release referred to the recommendation of the Association of Atlantic Universities made earlier in the report to the Maritime Union Study. In addition to performing the functions carried on by individual university grants committees, the agency, according to the release, would develop a master plan for higher education in the region, relating courses and institutions to each other and to the needs of the people of the Maritime provinces.

It was also announced that a chairman-designate would be appointed as soon as possible and the hope was expressed that the new Commission would become operational during 1972.

Throughout these developments the desirability and possibility of having Newfoundland join with the other three provinces to make the higher education commission complete in a regional sense were discussed a number of times. Even though former Premier Smallwood

had earlier decided to opt out of the Maritime Union Study, the province was still given an opportunity to participate in the study of the region's higher education and its future development.

When the AAU study was being launched, J.F. O'Sullivan, in a letter dated January 22, 1969, contacted Dr. F.W. Rowe, then Minister of Education in Newfoundland, on behalf of the project team. Being aware of Newfoundland's participation in the Association of Atlantic Universities, he invited the Minister to appoint an official to participate in future meetings. The letter noted that considering the size of the region to be only two million population, the working group did not want to risk missing out on what benefits there might be in arranging for wider consultation among all government officials concerned with higher education in the region.

In his reply of January 30, 1969, Dr. Rowe declined the invitation:

> While I would wish to cooperate with your Committee in any way possible, I feel that at this particular time I would prefer not to have our Province represented at your meetings. At the present time, we are in the process of re-organizing our whole Department of Education and are also busily engaged in preparing legislation and budget. With only a few senior officials available to attend all the meetings in which we are asked to participate, you will appreciate I am sure, that the work of the Department might be seriously handicapped by their being away from their offices too frequently.

In the words of one interviewee respondent, "Newfoundland was reticent to join the Commission and adopted their usual wait and see attitude."

The timing may not have been right in Newfoundland but it was ideal for the other three provinces. At least this was the view of Dr. W.J. Jenkins who, as Chairman-designate of the new Commission, was close to the scene of action. Jenkins (1974) revealed in his

interview that:

> At no time in history was there a more opportune moment to promote closer cooperation. There were three young Premiers who had many linkages and many things in common. Even though two of them were Liberal leaders (Premiers Campbell and Regan) and one was Conservative (Premier Hatfield) they were all close friends from their university days at Dalhousie. Premiers Campbell and Hatfield had been roommates for at least a year in law school. Each had been in power for a relatively short time with a short but successful political career. So if interprovincial cooperation was to be achieved these were the men to do it.

Policy Action and Reaction

The decision of the Council of Maritime Premiers brought reaction on a number of fronts.

Judging from comments made by certain interview respondents, it would appear that the members of the Association of Atlantic Universities were somewhat surprised by the sudden turn of events. One spokesman noted that "the AAU was really caught 'on the hop' as it were in that the announcement came as quite a shock." Dr. H. Hicks (1974), Chairman of the Association at the time, described the move this way:

> None of use [members of the AAU] dreamed that the Maritime Premiers would snatch this out of the recommendations and say "O.K., we'll go for this" without even coming back to discuss it with us.

Dr. Hicks went on to explain that what was originally intended was one Commission that would gather statistics and provide a general basis for making recommendations. But in addition there would have to be sub-commissions or committees in each of the provinces to use this information to make final decisions.

Reaction from the Association of University of New Brunswick Teachers took the form of a Brief on the Maritime Provinces Higher

Education Commission (1971). It contained a number of recommendations for consideration in the process of drafting legislation for the new Commission. The more significant proposals of the Association were:

1. that the Commission have subpanels in each province which would be responsible for all financial decisions for the respective province;

2. that the major function be to develop and coordinate a master plan for future development of higher education in the Maritimes;

3. that the Commission be given executive as well as advisory power with regard to the implementation of this master plan and that these powers be clearly spelled out;

4. in general that the Commission be structured along the lines of the New Brunswick Higher Education Commission.

The responsibility for drafting suitable legislation was the charge of the chairman-designate of the proposed Commission, Dr. W.J. Jenkins, formerly principal of the Nova Scotia Agricultural College. Following his appointment early in 1972, he immediately began his assignment which in his words was "to put in place common legislation in the three provinces setting up a Maritime Commission and to have the same act passed simultaneously in all three legislatures." The task was not to be an easy one as the following account of events will reveal.

The chairman-designate began with a round of meetings with the three provincial agencies, the Association of Atlantic Universities and some faculty groups. As a result of this consultation and exchange of views, an interim report was produced with the title Maritime

Provinces Post-Secondary Education Commission. It set out the philosophy behind the new agency, outlined a tentative schedule for beginning operations and proposed some terms of reference for consideration. For the first time since the decision was announced in May, 1971 a strong case was made for the Commission which would, according to the report, reap the following benefits (Council of Maritime Premiers, 1972:4-5):

1. Co-ordination of activities will, to a greater degree, reduce competition and duplication particularly in the highly specialized and post-graduate programs.

2. It is of increasing importance that better and more effective planning be done for future programs. This can be done more efficiently on a regional basis.

3. An opportunity should be given to build upon the existing patterns of institutional specialization within the region, e.g., medicine, forestry, police training.

4. Precedents already exist for joint planning and financing of programs. These should be expanded.

5. At present there is a significant transfer of students moving from one province to the other within the region. This movement and the total group should be under the aegis of one agency.

6. Each single province cannot properly fill its own future needs for higher education and research.

7. Aside from the above, there are no substantial benefits to be derived by having each province go its own way.

Two concluding statements of the report were the source of considerable controversy. First, the report confirmed that the agency would assume the responsibilities of all agencies currently involved in the field such as Committees, Commissions, Departments of Education and the like. Secondly, provincial grants for general programs of operation and capital assistance would have to flow through the

Commission rather than being paid directly to the individual institutions.

In the ensuing months a top-level disagreement developed between Dr. Jenkins and Education Minister Sullivan of Nova Scotia over who would have direct budget control. Mr. Sullivan made an emphatic resolution both in the press and the legislature that he would not cede direct budgetary control over Nova Scotia universities to a Maritime grants commission. "Maybe we will have a Commission but maybe it doesn't handle the dollars," was the way he was quoted in the Chronicle Herald on November 24, 1972.

With growing uncertainty about the Commission's authority and status and with headlines of newspapers suggesting the Commission was in jeopardy, the Council of Maritime Premiers realized that there was a need to more clearly enunciate their position and that of the Commission. On December 13, 1972 the Council released a White Paper that was headed An Outline for the Proposed Maritime Provinces Higher Education Commission.

In general the White Paper described the content of proposals that would be incorporated into draft legislation. Throughout the paper two basic principles were considered fundamental to the aims and objectives of the proposed Commission:

1. Economic efficiency and more effective use of scarce resources were to be keynote factors.

2. Cooperation in planning and development would be the path toward efficiency that would make it possible for more people to have more education appropriate to their needs.

In response to the debate over budget control, the paper made it clear that the Commission will make recommendations concerning estimated expenditures to the Council of Maritime Premiers, and through the Council to the three provinces. It further stipulated that the Commission will consult closely with the provincial ministers responsible for higher education and with the institutions under its jurisdiction. As a final appeasement it was decided that during the transitional period of one year, the three provincial agencies would continue to operate.

Policy Output

Following the approval of a model act prepared from the guidelines contained in the Council's White Paper, each province was expected to introduce its own bill creating the new commission during the 1973 spring sitting of the respective legislatures.[4] Prince Edward Island presented its bill to the Legislative Assembly first and on March 13, 1973 Nova Scotia introduced its bill (#143). The events that followed revived the debate about the nature of the proposed commission and once again its survival was believed to be in jeopardy. The following report which appeared in the Financial Times on April 16, 1973 provides some insight as to what transpired:

> When Nova Scotia's bill came down, it contained two crucial changes one of which would have made the commissional legally unworkable. Incredibly, neither Premier Regan nor his senior advisors even knew the changes had been made. It appears that one civil servant, an ardent provincialist, was responsible.
>
> Premiers Hatfield and Campbell blew up when they heard about the bill and threatened to go it alone with a two-province commission, a move that would have shattered any illusions that the three were working together. Instead, Mr. Regan promised amendments.

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[4] See Appendix E for the New Brunswick Legislation.

The changes in the Nova Scotia Act which caused such controversy concerned the future role of the provincial agencies and the power to be assigned the new commission. The New Brunswick and Prince Edward Island legislation provided for the transfer of powers and duties of their agencies to the Commission and also required that their agencies be dissolved as soon as the respective acts were proclaimed. The Nova Scotia bill, however, contained no such requirements and stipulated only that the Lieutenant-Governor in Council may from time to time assign to the Commission any or all powers and authorities conferred on the University Grants Committee. If implemented, these changes would have placed severe restrictions on the operation of the Commission as a regional body. With Premier Regan's assurance that the necessary amendments would be made, Prince Edward Island allowed its bill to pass and subsequently the three acts with identical terms received third reading and assent.

In the meantime, Dr. Jenkins, having completed his major assignment and perhaps feeling frustrated by the delays experienced, decided not to continue as a permanent chairman of the Commission. Even at this advanced stage there was considerable speculation about the prospects of the Commission ever becoming operative. Months passed while the Council searched for a replacement for Dr. Jenkins. Apparently the uncertainty surrounding the Commission had made the position unattractive to many suitable candidates.

When Bill #143 was finally proclaimed in Nova Scotia on January 11, 1974, there was a somewhat sudden turn of events. Three days later, Sister Catherine Wallace, then president of Mount Saint

Vincent University, was appointed chairman and plans were announced that would allow the Commission to commence operations in April of that year.

Thus, three years after the announcement of the Council's decision, the Maritime Provinces Higher Education Commission became a reality. In June, 1974 the three provincial coordinating agencies were disbanded as planned. In Nova Scotia the oldest grants committee in Canada ceased to exist after more than ten years of service. It marked the end of an era that had witnessed considerable change in government-university relationships.

The legislation creating the Commission (see Appendix E) sets out the purpose, duties and powers of the Maritime Provinces Higher Education Commission. Its mandate was "to assist the Provinces and the institutions in attaining a more efficient and effective utilization and allocation of resources in the field of higher education in the region" (Council of Maritime Premiers, 1974).

An examination of this legislation reveals the spheres of activity that have been prescribed for the Commission. They include:

1. The future structure and development of higher education in the Maritime region;
2. The support of new programs and institutions;
3. The desirability of terminating support for some existing programs;
4. Cooperation among the institutions of higher education;
5. The encouragement of regional centres;
6. Provision of or access to education services not available

or not economical within the region;

7. Systems of student aid;

8. Definitions of the institutions to be included within the system;

9. The minimizing of self-defeating competition and duplication.

In addition to these duties, the MPHEC is expected to recommend to the Council of Maritime Premiers an appropriate formula for the allocation of funds among institutions in the region and the contributions to be made by each province. This will be done according to a comprehensive plan for financing higher education in the region to be approved by the Council of Premiers and the Governors in Council of each of the three provinces. If all three Governors in Council approve, the governments will each introduce an appropriations resolution in their legislatures for the requisite amount. The financial formulae must therefore meet the approval of the Council of Premiers, the three provincial cabinets, and the three provincial legislatures.

The statute indicates that the Commission will have only advisory powers and that all major recommendations will be made to the Council of Maritime Premiers.

The statute directs the Council of Maritime Premiers to establish a commission composed of a full-time chairman and 15 members. The members consist of five persons chosen from among ten nominees proposed by a nominating committee consisting of the executive head and a representative of the senate or equivalent of each of the universities in the region, five persons chosen from among senior

public officials and the executive heads of non-university institutions, and five persons chosen from the public at large. All appointments are made by the Council of Maritime Premiers. Each of the three provinces must be represented by at least one member from each group. At present, there are six members from Nova Scotia, five from New Brunswick, and four from Prince Edward Island.

With this legislation and mandate, the new Commission was now ready to begin operations.

Over the period extending from 1968 to 1974 a number of significant events and decisions in the development of regional coordination structure have been noted. Table 11 provides an overview of these events in their chronological order of occurrence. In particular the table shows the "crisis situations" encountered in the evolution and identifies some of the key participants in the decisions and actions that marked the various stages of development.

II. DETERMINANTS OF CHANGE IN COORDINATION ARRANGEMENTS

This part of the data analysis examines the significant factors that have helped to bring about increased government participation in higher education and that have contributed to the move toward a regional system of coordination in the Maritime provinces. It is presented in a sequence that flows from the Model of System Action and Change under the following headings: (1) Antecedent Factors; (2) Demand and Support Factors; and (3) Factors Contributing to the Policy Decision. The data were largely derived from an analysis of Part "A" of the questionnaire which provided an indication

Table 11

Summary of Significant Events and Key Decisions in the Development of a Regional Organization for the Coordination of Higher Education

Date	Event	Decision	Prime Movers or Supporters
March 1968	Maritime Union Study announced	Higher education be one of a number of areas for special study	Maritime Premiers and Dr. J. Deutsch
Dec. 1969	Report of Higher Education in the Atlantic Provinces for the Seventies	One university grants committee instead of three OR: Closer cooperation of three committees	AAU, Dr. H. Somers Dr. A. Murphy, Dr. E. Sheffield, J. O'Sullivan
Oct. 1970	Report of Maritime Union Study	Recommended to the Premiers the creation of one grants committee for the region	Dr. J. Deutsch
May 1971	Agreement to form Council of Maritime Premiers; joint action taken in a number of areas	A higher education commission for the three Maritime provinces announced	Premiers Hatfield, Regan and Campbell
1972	Dr. W. Jenkins appointed as chairman-designate; interim report on terms of reference for the Commission	Commission to take over full responsibilities from provincial committees and departments. All provincial grants to pass through the agency	Dr. W. Jenkins

Table 11 (Continued)

Date	Event	Decision	Prime Movers or Supporters
Fall 1972	Debate over Commission's authority and the need for provincial sub-committees First period of uncertainty regarding the commission's future		Dr. Jenkins and A. Sullivan, Minister of Education, Nova Scotia
Dec. 1972	White paper stating policy of the Council	All recommendations to be made to the Council Provincial agencies to remain for transitional year	Council of Maritime Premiers
Mar. 1973	Legislation introduced by N.S. differs from the bills of N.B. and P.E.I. Second period of uncertainty	Nova Scotia bill revised to conform with others	Minister Sullivan and Premier Regan of Nova Scotia
Aug. 1973	Dr. Jenkins resigns Third period of uncertainty follows		
Jan. 1974	Dr. C. Wallace, President of Mount St. Vincent University, Nova Scotia, appointed Chairman		
Apr. 1974	Commission begins operation		
June 1974	Three provincial coordinating agencies cease to exist		

of how the factors in these three categories were perceived by the higher education community of the region.

Antecedent Factors

Seven factors identified from the data gathered by interviews and from documentary sources were rated by respondents for the extent that they were perceived to have contributed to increased government involvement in and greater coordination of higher education. Responses were indicated on a Likert-type scale ranging in extent of involvement or importance from "none" to "major." Frequency distributions and percentages have been reported in Table 12 and the ranking of factors according to means is presented in Table 13.

Comparison of frequency distributions presented in Table 12 indicates different patterns of response for the seven items. Distributions for item 1, "Increased dependence on government support" and to a lesser extent item 5, "Large number of institutions for a small population" are considerably skewed in a negative sense. The larger frequencies are concentrated in the two higher categories demonstrating the high level of importance attributed to these factors in the development of coordination structures. The distribution for items 4 and 6 come closest to being symmetrical suggesting a moderate level of importance for the contributing factors that concern demands made by institutions and the Federal-Provincial Fiscal Arrangements Act of 1967. Items 7, 3 and 2 have distributions that are positively skewed with the larger frequencies concentrated in the two lower response categories. Thus factors designated as "Role in socio-economic development" (item 7), "Dissatisfaction with

Table 12

Frequency Distribution and Percentages for Extent of Importance Attributed to Seven Antecedent Factors in the Development of Coordination Structures
(N=48)

Response Category	Item 1		Item 2		Item 3		Item 4		Item 5		Item 6		Item 7	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1 (none)	0	00.0	8	16.7	10	20.8	4	8.3	3	6.3	6	12.5	7	14.6
2	3	6.3	20	41.7	18	37.5	13	27.1	5	10.3	10	20.8	15	31.3
3	3	6.3	12	25.0	7	14.6	15	31.3	9	18.8	11	22.9	14	29.1
4	11	22.8	6	12.4	7	14.6	12	25.0	15	31.3	11	22.9	9	18.8
5 (major)	31	64.6	1	2.1	6	12.5	4	8.3	16	33.3	8	16.7	2	4.2
No Opinion	--	--	1	2.1	--	--	--	--	--	--	2	4.2	1	2.1
	48	100.0	48	100.0	48	100.0	48	100.0	48	100.0	48	100.0	48	100.0

Key: Item 1. Increased dependence on government support
2. Increased public pressure
3. Dissatisfaction with ad hoc procedures
4. Demands from the institutions
5. Large number of institutions for small population
6. Change in federal-provincial fiscal arrangements
7. Role in socio-economic development

Table 13

Ranking of Antecedent Factors Contributing to the Development of Coordination Structures According to Mean Ratings and Selection of Overall Greatest Impact Factor

Item	Description	Mean	Greatest Impact Factor (%)	Rank
1	Increased dependence on government support	4.45	62.5	1
5	Large number of universities in an area with limited population and resources	3.75	16.7	2
6	Change in federal-provincial fiscal arrangements	3.11	10.4	3
4	Demands from the institutions	2.98	6.3	4
7	Role in social and economic development	2.65	4.2	5
3	Dissatisfaction with ad hoc cooperative procedures	2.60	--	6
2	Increased pressure from the general public	2.40	--	7

ad hoc cooperative procedures" (item 3), and "Increased public pressure" (item 2) are perceived to be of lesser importance in coordination developments.

Table 13 shows that the mean ratings derived for each of the seven antecedent factors range from a high of 4.45 to a low of 2.40. Mean scores provided a basis for ranking the factors in order of the importance assigned to them as contributing factors in the movement toward more formal structures for coordination of higher education. To gain further insights regarding the relative importance of these factors, respondents selected from the seven factors the one that they perceived to have had the greatest overall impact on the developments in question. Thus, 62.5 percent of the population felt that item 1, "Increased dependence on government support," was the greatest impact factor whereas only 4.2 percent selected item 7, "Role in socio-economic development" as the key factor of the group.

In order to provide a visual presentation of the data, histograms have been prepared for each of the seven items. The five response categories were collapsed into three by combining 1 and 2 at the lower end and 4 and 5 at the upper end of the scale. Although the distributions so obtained are not identical to those described from the tables, they are useful for pictorially distinguishing responses that indicate "little or no extent" (categories 1 and 2) from those of "considerable to major extent" (categories 4 and 5). The histograms are presented in Figure 1 of Appendix F.

From Tables 12 and 13 the following summary has been drawn:

1. To varying degrees all of the factors proposed were perceived to have contributed to the general development of more formal structures for coordination.

2. The factor that contributed most, according to every indicator, was clearly the "Increased dependence of institutions upon government funds." Item 1 was rated by 87.5 percent of the respondents with a "4" or "5" on the five-point scale and none of the remainder assigned a "1" (no impact) to this factor.

This no doubt is a result of the fact, noted in Chapter 4, that prior to the 1960's most of the institutions received only a small portion of their funds from provincial sources. This situation rapidly changed during the decade to make the provincial government the major supporter of higher education in each of the Maritime provinces.

3. Over half of the respondents felt that the factors described by items 2 and 3 made little or no contribution to the developments that resulted in more government participation in and more coordination of higher education. None of the respondents perceived "Increased pressure from the general public" (item 2) or "Dissatisfaction with ad hoc cooperative procedures" (item 3) to be factors having the greatest impact on the developments in question.

4. As a single event the change in federal-provincial fiscal arrangements was seen to have had some impact but its contribution was considerably less than matters of a provincial nature. Perhaps this indicates that, by the time of this change in 1967, the provincial government's role in financing higher education had been recognized and accepted.

The relative importance assigned to these antecedent factors by representatives of the higher education community tend to support earlier observations that the developments toward greater coordination that took place during the sixties were initiated largely by the provincial governments. It suggests that they were influenced not so much by the number of institutions or the inadequacy of their cooperative efforts, not so much by pressures from other sources, but primarily by the increased demands on the public purse in financing the institutions of higher education.

Demand and Support Factors

Six groups were proposed as being instrumental in articulating the demand for regional coordination of higher education in the Maritime provinces. The list included government policy makers at both the provincial and federal level, the Association of Atlantic Universities at the institutional level, the chairmen of the three provincial coordinating agencies, and special task forces such as those which conducted the Maritime Union Study and the Royal Commission studies on higher education. Respondents were asked to assess their relative importance as in the previous case. The same format has been used to report the data obtained.

Table 14 sets out the frequency distributions and percentages for the various respondents to all six items. The distributions for item 2, "Chairman of the three coordinating agencies," item 3, "Provincial Royal Commission studies," and item 6, "Government policy makers at the federal level" are similar in that at least two-thirds of the responses to each one are concentrated in the lower two

Table 14

Frequency Distributions and Percentages for Extent of Importance of Six Demand Articulators for Regional Coordination
(N=48)

Response Category	Item 1		Item 2		Item 3		Item 4		Item 5		Item 6	
	N	%	N	%	N	%	N	%	N	%	N	%
1 (none)	3	6.3	11	22.9	18	37.4	--	--	3	6.3	20	41.6
2	12	25.0	25	52.0	14	29.2	3	6.3	10	20.8	12	25.0
3	10	20.8	7	14.6	11	22.9	9	18.8	11	22.9	5	10.4
4	9	18.8	3	6.3	2	4.2	19	39.6	13	27.0	2	4.2
5 (major)	12	25.0	--	--	--	--	16	33.2	8	16.7	1	2.1
No Opinion	2	4.2	2	4.2	3	6.3	1	2.1	3	6.3	8	16.7
	48	100.0	48	100.0	48	100.0	48	100.0	48	100.0	48	100.0

Key: Item 1. Association of Atlantic Universities
2. Provincial Coordinating Agencies
3. Royal Commission Studies
4. Maritime Union Study
5. Government Policy-makers (Provincial)
6. Government Policy-makers (Federal)

categories. Item 4, "Maritime Union Study," is the only factor that has a distribution that is skewed negatively to an extreme degree.

Table 15 shows the ranking of the six demand factors that results when they are arranged according to their mean ratings which ranged from a high of 4.02 to a low of 1.80. The results concur with the observations made from Table 14 but the distinct separation of the six items into two groups is now more apparent. The means for items 2, 3 and 6 fall well below those of the other three factors at the top of the list which were viewed as the most important in the demand articulation process. The fact that none of the groups designated by items 2, 3 and 6 received the recognition of being the factor of greatest impact reinforces this separation. The histograms presented in Figure 2 of Appendix F show the contrast between these two groups of factors.

The following summary points have been derived from an examination of these tables:

1. The groups identified by items 1, 4 and 5 stand out as the articulators most responsible, each with mean ratings above the mid-point of 3. The other three on the average were viewed to have little or no impact on this process, relatively speaking.

2. Item 4, the "Maritime Union Study," was of greatest importance and impact with 73 percent of the respondents perceiving its role to be quite extensive (4 or 5 on the five-point scale) in the articulation process.

3. Item 1, the "Association of Atlantic Universities" and item 5, "Government policy makers," were judged to be of about equal importance

Table 15

Ranking of Demand Articulators for Regional Coordination According to Mean Ratings and Selection of Overall Greatest Impact Factor

Item	Description	Mean	Greatest Impact Factor (%)	Rank
4	Maritime Union Study	4.02	47.9	1
5	Government policy makers at the provincial level	3.38	27.1	2
1	Association of Atlantic Universities	3.33	18.8	3
2	Chairmen of the three coordination agencies, acting jointly	2.04	--	4
3	Provincial Royal Commission Studies on higher education	1.93	--	5
6	Government policy makers at the federal level	1.80	--	6

with the same number of respondents (21) rating each with a 4 or 5 category.

The central importance of the Maritime Union Study was seen in the documentary analysis that formed the first part of this chapter. The interview data also supported this position in that respondents typically stated that the concept of regional coordination of higher education emerged from the Maritime Union Study. There was a consensus of opinion among interviewees that these developments on a regional level likely would not have occurred if there had not been a Maritime Union Study.

Even though the documents detail the part that the Association of Atlantic Universities played in these developments, its contribution, seemingly overshadowed by the larger Maritime Union Study, was mentioned sparingly in the course of questioning interviewees about demand articulation. This observation is supported by the lower rank that it received by the respondents to the questionnaire.

Extent of support. The questionnaire also solicited perceptions from the higher education community representatives concerning the extent that each personally supported the proposal to form a regional coordinating agency and also the extent of support that they believed to originate at each of four levels. Table 16 below shows that the proposal came mostly from government and to a pregressively lesser extent from coordinating agencies, institutions and the general public.

Table 16

Origin and Extent of Support for Regional Coordination by Mean Ratings as Perceived by the Higher Education Community

Level	Extent of Support (Mean)	Standard Deviation	Rank
Government	4.13	0.97	1
Coordinating Agency	2.86	1.19	2
Institutions	2.52	1.17	3
General Public	1.88	1.00	4

The respondents themselves were generally supportive of the move to a regional approach with a mean rating of 3.6. About half of the respondents indicated that their support was strong (4 or 5 category) and about one-fifth signified little or no support for the idea (1 or 2 category).

During the interviews some respondents from the institutional level mentioned that the official position of support taken by the Association of Atlantic Universities in its study should not be interpreted as representative of the general feeling in the academic community. The following comments from the interview transcripts are pertinent to this issue:

> I think it is fair to say that fundamentally and generally university administrators were not in sympathy with the concept of a Maritime Commission when it was first proposed. The general feeling was that there was more to lose than to gain from the reorganization.

And from another respondent:

> At first when the MPHEC was trying to get off the ground, nobody seemed to want it to succeed--for many different reasons. Now that it is a reality, different groups are becoming more supportive as ways and means are explored to live with it.

It appears likely that the general level of support at the time of the survey was higher than at the time the proposal was launched. In a similar way, support for the agency will likely increase as it becomes more firmly established.

Factors Contributing to the Policy Decision

Respondents were asked to rate the extent that each of five factors contributed to the decision taken by the Council of Maritime Premiers in 1971 to form a regional coordinating agency in higher

education. In the preceding section the antecedent factors identified the forces that contributed to the accelerated move toward greater coordination on the provincial level during the sixties. Here in this section the focus is on the more immediate circumstances prevailing in 1971 that prompted the three premiers to extend coordination efforts beyond provincial boundaries. Following the same data analysis procedure as before, results are reported as frequency distributions and percentages in Table 17 and the factors are ranked in decreasing order of importance in Table 18.

A comparison of distributions displayed in Table 17 indicates that the greatest contrast is provided by items 3 and 5. The response to item 3, "Need to demonstrate the viability of the Council of Maritime Premiers," shows the larger frequencies concentrated in the higher two categories (4 and 5 on the five-point scale). The opposite applies to item 5 showing that the premiers were least influenced in their decision by the need to approach the Federal Government with a regional plan for development of higher education.

Table 18 shows the ordering of the other three factors between these two extremes. The difference between the highest and lowest mean ratings (3.91 and 2.45 respectively) is less than in the previous two cases and there is only slight difference between the means in two instances (items 3 and 4 and items 1 and 2). As before the assessment of the factor having the greatest impact was in agreement with the placement of the factors in the order shown. The contrast in frequency distributions is portrayed by the histogram in Figure 3 of Appendix F.

Table 17

Frequency Distributions and Percentages for Extent of Importance of Five Contributing Factors in the Decision to Create a Regional Commission (N=48)

Response Category	Item 1 N	%	Item 2 N	%	Item 3 N	%	Item 4 N	%	Item 5 N	%
1 (none)	7	14.5	4	8.3	1	2.1	1	2.1	9	18.8
2	14	29.1	15	31.3	9	18.8	3	6.3	17	35.3
3	15	31.1	18	37.4	5	10.4	11	22.9	13	27.1
4	8	16.7	8	16.7	11	22.9	17	35.3	4	8.3
5 (major)	3	6.3	1	2.1	22	45.8	15	31.3	3	6.3
No Opinion	1	2.1	2	4.2	--	--	1	2.1	2	4.2
	48	100.0	48	100.0	48	100.0	48	100.0	48	100.0

Key: Item 1. Failure of the institutions
2. Failure of the Provincial Agencies
3. Viability of the Council of Maritime Premiers
4. Control of increase in costs and programs
5. A Regional Plan for dealing with the Federal Government

Table 18

Ranking of Factors Contributing to the Decision to Create a Regional Commission According to Mean Ratings and Selection of Overall Greatest Impact Factor

Item	Description	Mean	Greatest Impact Factor (%)	Rank
3	Need to demonstrate the of the Council of Maritime Premiers	3.91	52.1	1
4	Need to control escalating costs and proliferation of programs	3.89	43.8	2
2	Failure of the provincial agencies to achieve regional coordination	2.71	4.2	3
1	Failure of the institutions to achieve coordination	2.70	--	4
5	Desire to approach the Federal Government with a regional plan	2.45	--	5

III. SUMMARY

This chapter has traced the evolution of the Maritime Provinces Higher Education Commission from the time the idea of an interprovincial coordinating agency was first proposed in 1969 to the time that it was established by law and commenced operations in 1974. Events and decisions in the developmental stages of the region-wide policy were documented and the analysis of factors contributing to the change was reported.

The proposal for the Commission emerged in the context of a massive study on Maritime union and, with the support of the Association of Atlantic Universities, this study was seen to be the vehicle by which the demand for the joint undertaking was articulated.

The main thrust behind the move to a regional system of coordination came from the premiers of the three Maritime provinces. The first decision of the Council of Maritime Premiers taken in May 1971 was a firm commitment to the creation of a regional agency in higher education. From this point on the proposal, no longer a matter for further feasibility study, became Council policy to be implemented as soon as possible. In spite of reactions from the ranks of provincial governments and from institutional representatives, expressing fears of loss of autonomy and existing benefits, the Council remained strongly convinced that a regional approach to the problems of higher education was the best course of action.

The respondents to the questionnaire attributed a number of motives to the policy decision of the Council of Maritime Premiers. An underlying and antecedent factor was the increased dependence of institutions on government support--a factor which was considered to be the main force behind previous developments that resulted in greater coordination and government participation at the provincial level. The prospects of greater efficiency through a rationalization of costs and programs on a regional basis represented a strong argument for their joint action. However, a motivating factor perceived to be just as important was the need or desire on the part of the Council to show some visible manifestation of the Maritime

Union Study and their own unity.

Without any precedents for this kind of joint undertaking and without the benefit of a well-formulated plan, the implementation of the decision proceeded slowly. At least three crisis situations were encountered during the preparation and passing of common legislation. The policy output resulting from the legislation was a regional Commission charged with the responsibility to advise the Council of Maritime Premiers on policies and procedures that would ensure the most efficient and effective allocation and use of resources in institutions of higher education across the region.

CHAPTER 6

CHANGE IN THE FUNCTIONS OF COORDINATING AGENCIES

Chapter 5 reported data pertaining to developments that culminated in the reorganization of the structure for coordination of higher education in the provinces of New Brunswick, Nova Scotia and Prince Edward Island. This chapter examines the change in the coordination process that is expected to accompany and result from this restructuring. The change is analyzed from the standpoint of coordinating agency involvement in specific task areas that together were considered to constitute the major functions in the coordination of higher education. The analysis is based primarily on data from questionnaire responses which provided perceptions about the actual extent of involvement of provincial coordinating agencies and the expected extent of involvement of the regional agency in specified task areas. This data report is divided into the following three parts according to the major functions being examined:

1. Planning Activities
2. Budget Review Activities
3. Program Review Activities

Planning Activities

In Part B of the questionnaire respondents were asked to rate agency involvement in eight planning-related task areas. The purpose

of this part was to determine the planning role of the Maritime Provinces Higher Education Commission relative to that of the three provincial coordinating agencies that it replaced. Table 19 presents a summary of the results according to mean ratings by province that were assigned to each of the eight items. Significant differences between provinces were determined by a comparison of the means. These differences were the outcome of a one-way analysis of variance to determine F ratios. After a significant F test (.05 level) a post hoc comparison by the Scheffe method using the .05 and .01 levels of significance yielded the significant differences reported in the table.

Interprovincial comparisons. The data reveal certain similarities and differences that emphasize the stance of one province vis-a-vis that of another on the role of planning in both a past and future context. The following generalizations are evident from the data presented in Table 19.

1. In terms of past activities of provincial agencies, the New Brunswick group rated the involvement of their higher education commission in each of the eight planning areas higher than their Nova Scotia and Prince Edward Island counterparts. The differences were significant in four of the planning activities, showing that the New Brunswick agency was more extensively involved than the other two (1) in promoting cooperation among provincial institutions, (2) in clarifying and reconciling the aims and purposes of higher education, (3) in the use of task forces and special reports, and (4) in establishing an information data base. New Brunswick and Nova Scotia also differed significantly in activity involvement

Table 19

Perceptions of (1) Actual Provincial and (2) Expected Regional Agency Involvement in Task Areas by Province

Item		1 N.B. N=17	2 N.S. N=18	3 P.E.I. N= 9	Total N=44	Groups Significantly Different*
Planning Activities						
1a. Develop a master plan (all sectors)	(1)	2.72	1.75	2.33	2.32	
	(2)	3.31	3.69	4.00	3.61	
1b. Develop a master plan (university only)	(1)	4.07	2.87	**	3.45	1-2
	(2)	4.00	3.20	2.25	3.44	
2. Promote greater provincial cooperation among institutions	(1)	4.00	3.06	2.63	3.35	1-2, 1-3
	(2)	3.88	3.78	3.75	3.81	
3. Promote greater interprovincial cooperation among institutions	(1)	2.59	1.89	2.25	2.23	
	(2)	3.88	3.83	4.55	4.00	
4. Support establishment of regional centres of specialization	(1)	3.18	3.00	2.62	3.00	
	(2)	3.82	4.33	4.11	4.09	
5. Establish priorities in long-term financing	(1)	4.12	2.72	3.56	3.43	1-2
	(2)	4.06	4.11	3.89	4.05	
6. Clarify aims and purposes	(1)	3.88	2.66	2.89	3.18	1-2, 1-3
	(2)	3.88	3.83	3.67	3.81	
7. Establish management and information data base	(1)	3.41	2.06	2.22	2.63	1-2, 1-3
	(2)	3.82	3.88	4.22	3.93	
8. Use of task forces and special reports	(1)	3.29	1.94	1.66	2.41	1-2, 1-3
	(2)	3.59	3.89	4.00	3.58	

* Scheffe multiple comparison of means (.05 level), underlined pairs significant at .01 level.
**Not applicable

concerned with master planning and priorities in long-term financing of higher education.

2. With respect to the planning role of the new Commission, the data showed a high degree of agreement among the three provinces. In all of the items except "Develop a Master Plan" (item 1), means in excess of 3.60 were recorded consistently for each of the provinces, indicating the fairly high level of involvement that respondent groups expect the Maritime Commission to exhibit.

Provincial vs. regional involvement. Table 20 presents the results of a comparison of means for the extent of actual involvement by each provincial agency and for the expected extent of involvement by the regional agency in eight planning activities. The significance of the differences between means was obtained using a t test and three levels of significance (.05, .01 and .001) have been reported. In the case of each activity where a significant difference between "actual" and "expected" involvement was indicated, the change was in the direction of an increase in involvement. The following summary highlights some of the more important aspects of the data concerning the extent of agency involvement in planning tasks:

1. The difference between means of the response-set from Nova Scotia and Prince Edward Island indicates an expectation of greater involvement on the part of the regional commission in most planning activity relative to the involvement they perceived their provincial agencies to have had when they were operating.

A statistical comparison of means shows that in the case of the Nova Scotia group, the difference in "actual" and "expected"

Table 20

Levels of Significance with Respect to a Comparison of Actual Provincial and Expected Regional Agency Involvement in Planning Activities

Item	1 N.B.	2 N.S.	3 P.E.I.
Planning Activities			
1a. Develop a master plan (all sectors)	NS*	.05	.05
1b. Develop a master plan (university only)	NS	NS	NA**
2. Promote greater provincial cooperation among institutions	NS	NS	NS
3. Promote greater interprovincial cooperation among institutions	.01	.001	.01
4. Support establishment of regional centres of specialization	.05	.01	.05
5. Establish priorities in long-term financing	NS	.001	NS
6. Clarify aims and purposes	NS	.001	NS
7. Establish management and information data base	.05	.001	.001
8. Use of task forces and special reports	NS	.001	.01

* No Significant Difference
** Not Applicable

involvement was statistically significant beyond the .001 level in five activities. This suggests considerable increase in the extent of involvement expected of the MPHEC in these areas. For Prince Edward Island the differences were not significant in three activity areas and the differences for the remaining task areas indicate that somewhat less of an increase in involvement is expected.

2. The response from the New Brunswick group shows that they expect the regional commission to assume a planning role that conforms more closely in extent of involvement to the one performed by its predecessor, the New Brunswick Higher Education Commission. Only three comparisons showed a significant difference and the level of significance suggested a less than moderate increase in involvement. In four of the six items where no significant difference was observed, the means of involvement were practically the same.

Budget Review Activities

The second set of activities provided in the questionnaire consisted of eight distinct task areas that are commonly associated with the budget review function of coordinating agencies. As before with the planning function, the purpose here was to determine to what extent, if any, the coordination process in budget review matters was expected to change as a result of the transformation from a provincial to a regional coordination structure in higher education. A summary of the data compiled from the questionnaire is presented in Tables 21 and 22 using the same format and procedure as in the analysis of the planning function.

Table 21

Perceptions of (1) Actual Provincial and (2) Expected Regional Agency Involvement in Budget Review by Province

Item		1 N.B. N=17	2 N.S. N=18	3 P.E.I. N=9	Total N=44	Groups Significantly Different*
Budget Review Activities						
9a. Prepare a financial plan (one year)	(1)	--	4.29	4.00	4.21	
	(2)	--	--	--	--	
9b. Prepare a financial plan (multi-year)	(1)	4.47	2.16	3.40	3.50	1-2
	(2)	4.41	4.00	4.44	4.25	
10. Determine the amounts to be allocated to institutions for operating expenditures	(1)	4.41	4.55	4.11	4.41	
	(2)	4.29	4.22	4.62	4.32	
11. Review and approve detailed budgets of institutions	(1)	2.23	4.05	4.33	3.41	1-2, 1-3
	(2)	2.71	4.28	4.50	3.70	1-2, 1-3
12. Approve grants for capital expenditures	(1)	4.76	4.44	3.78	4.43	
	(2)	4.41	4.22	4.87	4.41	
13. Approve building plans	(1)	4.18	3.94	2.89	3.81	1-3
	(2)	4.23	4.16	4.62	4.28	
14. Establish a uniform accounting and auditing procedure	(1)	3.05	2.78	1.78	2.68	
	(2)	3.53	3.76	3.87	3.69	
15. Pool requisitions on the purchase of expensive equipment	(1)	3.06	1.71	1.13	2.14	1-2, 1-3
	(2)	3.17	2.62	3.42	3.00	
16. Provide special grants for experimentation and innovation	(1)	3.06	2.00	1.33	2.27	1-2, 1-3
	(2)	3.58	3.28	3.37	3.42	

*Scheffe multiple comparison of means (.05 level), underlined pairs significant at .01 level.

Table 22

Levels of Significance with Respect to a Comparison of Actual Provincial and Expected Regional Agency Involvement in Budget Review Activities

Item	1 N.B.	2 N.S.	3 P.E.I.
Budget Review Activities			
9a. Prepare a financial plan (one year)	NA**	NA	NA
9b. Prepare a financial plan (multi-year)	NS*	.05	NS
10. Determine the amounts to be allocated to institutions for operating expenditures	NS	NS	NS
11. Review and approve detailed budgets of institutions	.05	NS	NS
12. Approve grants for capital expenditures	NS	NS	.05
13. Approve building grants	NS	NS	.001
14. Establish a uniform accounting and auditing procedure	NS	.01	.05
15. Pool requisitions on the purchase of expensive equipment	NS	.01	.01
16. Provide special grants for experimentation and innovation	NS	.001	.001

* NS - No significant difference
**NA - Not applicable

Interprovincial comparisons. The data pertaining to the budget review function reinforces the observations that resulted from a comparison of involvement by provincial agencies in various planning activities. The following statements based on the data in Table 21 illustrate this point:

1. The New Brunswick coordinating agency was perceived to have been more involved than the Prince Edward Island Commission in most of the task areas. In three of the same areas the extent that both Prince Edward Island and Nova Scotia differed from New Brunswick was significant at the .01 level.

2. Although there was a high degree of agreement on most of the budget review items that defined the expected role of the MPHEC, the New Brunswick group did not concur with their two counterparts on their expectations of a high degree of involvement in the review of detailed budgets of institutions. This was the only activity where the comparison of means revealed a significant difference between the provincial groups.

Provincial vs. regional involvement. Table 22 gives an indication of the nature of the change in involvement expected by each province in the budget review activities of the MPHEC compared with the agencies it replaced. The following summary describes the major points of similarity or difference:

1. There was no significant difference between actual provincial and expected regional agency involvement perceived by the New Brunswick group in seven of the eight activities. Similarly, little or no change was expected in four activities by Nova Scotia and in three by Prince Edward Island.

2. The activity areas where the change suggests that an increased involvement is expected are those designated by the last four items (13 to 16) which are more supportive in nature to the overall budgetary process. The major areas of budget review as described by the first four items were expected to remain essentially unchanged.

3. Items 10 and 12 stand out for their high degree of agreement in terms of provincial and regional comparisons. As was the case for each of the provincial agencies, the Maritime Commission is expected to continue without significant change with a high level of involvement in activities that "Determine the amounts to be allocated to individual institutions," and in activities that "Approve grants for capital expenditures."

Program Review Activities

Seven task areas were listed under this heading in the questionnaire. Responses were solicited, analyzed and tabulated in the same manner as the previous functions were. The results are contained in Tables 23 and 24.

Interprovincial comparisons. A comparison of mean ratings by province as taken from Table 23 reveals the following differences:

1. The New Brunswick response in six of the seven task areas attributed a greater degree of involvement to its provincial agency relative to the agencies that operated in Nova Scotia and Prince Edward Island. Only two of these six items showed significant differences between respondent groups but they occurred in key areas. The higher extent of involvement of the New Brunswick agency in the approval of the creation of new institutions (item 17) and in the

Table 23

Perceptions of (1) Actual Provincial and (2) Expected Regional Agency Involvement in Program Review by Province

Item		1 N.B. N=17	2 N.S. N=18	3 P.E.I. N=9	Total N=44	Groups Significantly Different*
Program Review Activities						
17. Approve the establishing of new institutions, schools, campuses	(1)	4.29	2.50	2.78	3.25	1-2, 1-3
	(2)	4.18	3.50	4.25	3.91	
18. Review and, if necessary, eliminate existing programs	(1)	2.71	2.00	1.78	2.23	
	(2)	3.59	3.06	3.87	3.42	
19. Allocate new programs and functions	(1)	3.53	2.33	1.62	2.67	1-2, 1-3
	(2)	3.94	3.33	4.57	3.79	2-3
20. Coordinate major research and public services activities	(1)	2.24	1.50	1.67	1.83	
	(2)	2.82	2.50	2.75	2.68	
21. Review and advise government about courses of study offered	(1)	2.18	2.39	2.22	2.27	
	(2)	2.41	3.27	3.50	2.97	
22. Coordinate programs in adult education and extension offerings	(1)	2.29	1.61	--	1.94	
	(2)	3.06	2.50	2.37	2.70	
23. Coordinate programs funded by federal grants	(1)	1.80	1.67	1.55	1.70	
	(2)	2.38	2.63	2.63	2.52	

* Scheffe multiple comparison of means (.05 level), underlined pairs significant at .01 level.

Table 24

Levels of Significance with Respect to a Comparison of Actual Provincial and Expected Regional Agency Involvement in Program Review Activities

Item	1 N.B.	2 N.S.	3 P.E.I.
Program Review Activities			
17. Approve the establishing of new institutions, schools, campuses	NS*	.01	NS
18. Review and, if necessary, eliminate existing programs	.001	.001	.001
19. Allocate new programs and functions	.05	.01	.001
20. Coordinate major research and public services activities	.05	.01	.01
21. Review and advise government about courses of study offered	.05	.001	.01
22. Coordinate programs in adult education and extension offerings	.01	.01	
23. Coordinate programs funded by federal grants	.05	.01	.05

* NS - No significant difference.

allocation of new programs (item 19) was statistically different from either that of Nova Scotia or Prince Edward Island.

2. The Nova Scotia group differed significantly from Prince Edward Island at the .05 level on the involvement expected of the regional agency in allocating new programs, with the latter indicating an expectation of greater involvement in this area. Otherwise there was general agreement by the three provinces on the level of involvement that is expected of the Commission in performing its program review function.

Provincial vs. regional involvement. Table 24 comparing involvement in program review activities presents quite a contrasting picture to those described for planning and budget review in Tables 20 and 22. The following observations highlight this contrast:

1. There is only one program review activity where the extent of involvement is not expected to change to any significant degree. In the previous two cases there were as many as 12 to 14 comparisons that showed no statistical difference. Even in the exceptional case of item 17, "Approve the establishing of new institutions," Nova Scotia expected some increased involvement in this activity.

2. The most pronounced change expected by all three provincial groups is suggested by the increased involvement indicated for item 18, "Review and, if necessary, eliminate existing programs." In the other six activities the Nova Scotia group expected a greater increase in involvement on the part of the MPHEC than did the New Brunswick group.

Other Data on Agency Activities

Respondents to the questionnaire were asked to rate three additional activities that were considered to be separate from the other three major functions. These activities pertained to involvement in the development of common policies on such matters as admission, tuition, faculty salaries and student aid. Tables 25 and 26 report the results using the same format and procedures as in the analysis of the previous functions.

Interprovincial comparisons. From an examination of Table 25, these observations follow:

1. The significant difference noted between New Brunswick and Nova Scotia in their response to the activity of student aid is as expected since the Nova Scotia agency did not assume responsibility for this task. The mean ratings recorded for items 25 and 26 were among the lowest of all means for all activities. It is apparent that none of the provincial agencies attempted to establish uniform procedures in the areas proposed.

2. The respondents also expect only limited involvement under the regional agency, particularly in matters concerning faculty recruitment and remuneration. Prince Edward Island, however, differed significantly from New Brunswick in their expectation of greater involvement on this item.

Provincial vs. regional involvement. The pattern of involvement change evident from Table 26 gives rise to the following observations:

Greater involvement in the set of three activities is indicated by all the provinces. The establishment of uniform procedures on

Table 25.

Perceptions of (1) Actual Provincial and (2) Expected Regional Agency Involvement in Other Coordinative Activities by Province

Item		1 N.B. N=17	2 N.S. N=18	3 P.E.I. N=9	Total N=44	Groups Significantly Different*
Other Activities						
24. Provide programs of financial assistance to students	(1)	2.71	1.78	1.89	2.16	1-2
	(2)	3.06	2.89	3.12	3.00	
25. Establish uniformity on admission, tuition, transferability	(1)	1.76	1.89	1.44	1.75	
	(2)	2.64	3.12	3.25	2.95	
26. Establish uniformity on faculty recruitment and remuneration	(1)	1.25	1.33	1.22	1.28	
	(2)	1.75	2.11*	2.87	2.12	1-3

* Scheffe multiple comparison of means (.05 level).

Table 26

Levels of Significance with Respect to a Comparison of Actual Provincial and Expected Regional Agency Involvement in Other Coordinative Activities

Item	1 N.B.	2 N.S.	3 P.E.I.
Other Activities			
24. Provide programs of financial assistance to students	.05	.001	.01
25. Establish uniformity on admission, tuition, transferability	.001	.01	.001
26. Establish uniformity on faculty recruitment and remuneration	.05	.01	.01

admission, tuition and transferability stands out as an area where some change representing an increase in involvement is expected by the provinces.

Additional data on coordination functions. The final two questions of Part B were included in the questionnaire to identify which of the 26 activities, if any, were perceived to be more exclusively the responsibility of (1) government and (2) institutions, acting independently of the Maritime Provinces Higher Education Commission. Over half of the population did not respond or indicated "none" for both questions. The responses from the remainder varied over a number of tasks. In the absence of any strong consensus of opinion, no generalizations could be made from the response to these questions.

In addition to the analysis of the data by province, an analysis of variance was used to test for any significant differences between the means of groups distinguished by level. The general finding was that there were no differences of any significance (.05 level) between government, coordinating agency, and institutional levels on any of the 26 activities. The different levels tended to agree with minor variations on the level of involvement expected of the MPHEC. Without any significant variations to report from this analysis, a detailed discussion was not warranted. A summary of the data is contained in Appendix G for reference purposes.

SUMMARY

To provide a more visual basis for comparisons in the data that have been presented in this chapter, a number of polygons have been generated and included in Appendix H. Polygons were plotted for the activities in each of the three major functions of Planning, Budget Review and Program Review as they were perceived by each provincial group. Each is based on the mean ratings of the actual involvement by provincial agencies and the means of the expected involvement by the regional agency. In addition to depicting differences between these two categories for each function by province, the polygons when taken together facilitate different comparisons between the functions.

From an examination of the polygons, singly or severally, and from a review of this chapter the following comparative generalizations are evident:

1. Of the three functions, provincial agencies were least involved in program review activities and most involved in budget review. Planning by comparison would rate an intermediate position but it was obvious that the New Brunswick agency engaged in planning activities to a greater extent than the other two provincial bodies.

In view of these differences in functions, it is not surprising to find that in a generalized way, the function where the least change in involvement is likely to occur is budget review, and the area expected to receive the most change in involvement would, as expected, be program review.

2. Of the three provinces, New Brunswick expects the least change in overall coordinative activity as a result of the reorganization.

Nova Scotia and Prince Edward Island generally expect a greater degree of coordination especially in the area of program review.

3. In terms of the relative importance of individual activities, each of the provinces generally expects the regional agency to conform to the same basic pattern of activity involvement but at a higher level than that established previously by its own provincial agency. This is evident in the relative symmetry between the "actual" and "expected" polygons for a majority of the cases illustrated in Appendix H.

The interprovincial comparisons made in this chapter have indicated that there were fundamental differences between the provincial agencies in various functional activities. Reconciling the different provincial expectations that stem from differences in traditional patterns of involvement is therefore a major problem that is well substantiated by the data in this chapter. The next chapter continues from this point with an analysis of issues and problems and their implications for the determination of the Commission's role in coordinative task areas.

CHAPTER 7

CONSEQUENTIAL ISSUES OF THE CHANGE TO REGIONAL COORDINATION

As a final step in the data gathering procedures, this study attempted to identify the more significant issues or problems that were the result of the change to a regional approach to coordinating higher education in the Atlantic region. In the three-stage process the documentary data provided much of the background to the issues; the interviews facilitated the identification of major issues; and, the questionnaire data provided the basis for ascertaining the relative importance of the issues and for assessing the perceived impact of the change. The main intent was to pinpoint problems of a more pressing nature that might require further system action and change for their solution.

The first part of the chapter is a report of the pertinent questionnaire data. It provides an overview of the issues and arranges them in an order that reflects their significance as perceived by the respondents. Subsequent sections make use of other data sources to explain the issues judged to be most important.

I. THE ISSUES IN PERSPECTIVE

Part C of the questionnaire listed ten issues confronting the new regional commission. Respondents from the various sectors of the higher education community rated each one on a five-point scale in

terms of two dimensions: (1) Need for Immediate Action and (2) Potential for Success. The means of the responses from the total population were used to group the issues into "higher" and "lower" categories for each of the two dimensions. The issues that received a mean rating greater than the value at the mid-point of the range of means were placed in the "higher" category.

The results of this analysis are presented in Table 27. It shows that six of the ten issues were considered to have a "higher" or greater need for immediate action. On the same basis six issues were also ranked higher on the second dimension indicating the capability of the Maritime Provinces Higher Education Commission to confront these issues successfully. Eight of the ten issues were in equivalent categories on both dimensions. One issue, the "Role of the Association of Atlantic Universities in program coordination," was perceived as a concern having a lower need for immediate action and a very high potential for success. In an opposite way the issue designated "Developing French language sector" was rated high enough to be included in the "higher" category on the first dimension but on the second dimension was placed in the "lower" category.

Apart from the exceptions mentioned, there was general agreement on the priority listings when the ordering is compared for both dimensions. However, nine of the issues were rated higher on the first dimension suggesting for some issues that although the need for action is immediate, some difficulty may be encountered in finding solutions. A good example is the issue that was rated as most pressing of all ten. It would appear that respondents

Table 27

Ordering of Consequential Issues in the Change from a Provincial to a Regional Approach to Coordination

Higher Order Needs for Action	Range of Means
Criteria for allocating funds	4.45
Formal links with institutions	
Credibility with provincial gov'ts	
Role with Council of Premiers	
Strong independent staff	
Developing French language sector	4.11
--------- Mid-point of range ---------	3.92
Lower Order Needs for Action	
Role with the A.A.U.	3.71
Articulation with non-university sector	
Specific interprovincial differences	
Developing a master plan	3.53

Higher Potential for Success	Range of Means
Formal links with institutions	4.41
Role with A.A.U.	
Credibility with provincial gov'ts	
Role with Council of Premiers	
Strong independent staff	
Criteria for allocating funds	3.42
--------- Mid-point of range ---------	3.36
Lower Potential for Success	
Developing French language sector	3.09
Articulation with non-university sector	
Developing a master plan	
Specific interprovincial differences	2.74

perceived a great need for establishing criteria for the equitable allocation of funds to institutions across the region. At the same time they felt that there is less of a chance for successfully resolving this issue compared with others in the same category. Some of the reasons accounting for these differences will be considered in the next section.

In addition to the above treatment, an analysis of variance was used to test for any significant differences between the means of groups distinguished by province and by level. The general finding was that there was no differences of any significance (.05 level) to report on any of the issues analyzed by province. From the provincial perspective, there was a high degree of agreement on most issues, particularly on the first dimension, Need for Immediate Action. The respondents from Prince Edward Island tended to rate the second dimension, Potential for Success, higher than the other two provinces. A comparison of responses from government, agency and institutional levels revealed a similar strong agreement on a majority of the issues. There was, however, some evidence of disagreement concerning the urgency of the need to define the decision making role of the MPHEC relative to the Council of Maritime Premiers. The lower rating by government respondents (mean of 3.50) differed significantly at the .05 level from the response by both agency and institutional groups (means of 4.50 and 4.45 respectively) on the first dimension. This may be interpreted to mean that government spokesmen feel that the role is adequately defined already and is therefore less of an issue than some of the others that were assessed.

At the end of the questionnaire, respondents were given the opportunity to provide further input by (1) adding to the list of issues that were presented and (2) suggesting changes that they would prefer in the structure and process of coordination as outlined for the new commission in the founding legislation.

Comments pertaining to other issues varied across a range of problems that were similar to or implicit within the ten issue statements that were supplied. From the views expressed it was quite apparent that a broad, major concern centred around the definition of roles and responsibilities of the four elements that are integral parts of the coordination network. The fundamental issue, in other words, is the nature of the mediating roles that the Maritime Provinces Higher Education Commission and the Council of Maritime Premiers are expected to play in bringing the provincial governments and institutions together in a more harmonious relationship. Respondents concur that the key element in linking the network is the regional commission and that its greatest challenge is the establishment of common regional policies that are mutually acceptable and beneficial to all three provinces. It would seem that its credibility and perhaps, even its survival, will depend largely on how successfully this challenge is met.

Judging from the input on recommended changes, opinion is clearly divided on the adequacy of the Commission as it is presently constituted to begin this major task. For example, some believe that the enabling legislation should have accorded more autonomy to the Commission and provided regulatory powers in specific areas which

demand authoritative direction or control. Others claim that because of its regional nature the agency can never be anything but an advisory body. They assert that provincial governments cannot and will not delegate their authority to an extra-provincial body of any kind.

In a similar vein opposing viewpoints were expressed about the jurisdiction, membership, and general operating procedures that were deemed desirable for the regional agency. About half of the respondents preferred to withhold judgment until the Commission had had a chance to prove itself. The general impression conveyed was that the Commission, in surviving a number of major obstacles during its embryonic period, had already established some measure of credibility. Whether or not the Commission survives in its present form, or some modification of it, is a matter of speculation at this stage. A consideration of recommendations which may have implications for the Commission's future will be included in the next chapter.

II. THE ISSUES IN DETAIL

Before the conclusions are drawn and recommendations are formed, a more complete understanding of the nature of the major issues is necessary. This next section incorporates most of the issues presented in Table 22 that required explanation in greater depth. The supporting data used to provide details and insights in the discussion were derived from documentary and interview sources.

Authority Relationships

Efforts to effect an interprovincial agency or council in any public service area without a complete union of political entities poses some very real problems of a legal and constitutional nature. When simplified, many of these problems reduce down to the question of how much authority or responsibility, if any, can be delegated to bodies that operate across provincial boundaries. How do provincial authorities maintain the control that goes with the responsibilities they assume when they are appointed or elected? There are several aspects to this question which can best be considered separately.

The Council and the Commission. The agency for cooperative action among the provinces of Nova Scotia, New Brunswick and Prince Edward Island is the Council of Maritime Premiers. By virtue of an agreement signed in May, 1971 and enacted by the three Legislative Assemblies during the spring of 1972, the Council became the formal means for establishing the framework for joint undertakings by the three provinces. According to its first annual report, the Council is the first agency of its kind in Canada through which three provinces seek systematically to identify and exploit opportunities for maximizing the benefits of government services through joint action. The agreement assigned broad powers and functions to the Council in such areas as the coordination of public policies, the support of joint programs and the initiation of studies in various fields of government activity.

One joint undertaking of considerable significance is the creation of a Regional Treasury Board under the aegis of the Council. It is made up of the three Ministers of Finance or the Ministers in

charge of Provincial Treasury Boards. There are at least three additional standing ministerial committees of other government departments in operation, and about a dozen special and ad hoc committees of ministers and officials from the three provinces contribute to the work of the Council. These committees meet at various times throughout the year to implement decisions of the Council and to develop new proposals for Council's consideration. In addition, the Council has a permanent secretariat to carry out day-to-day business and to monitor on-going projects. The dramatic increase in Council activities over the past two years supports the widespread view that the agency has become a very powerful force in both regional and provincial policy formulations.

One of the first major undertakings of the Council of Maritime Premiers was the coordination of higher education on a regional basis. As mentioned earlier, the legislation founding the regional agency (Appendix E) clearly stipulates that the new commission is a creation of the Council and as such all recommendations are made to that body, not to individual permiers or provincial governments. The Executive Director of the Council, A.A. Lomas, stressed the advisory role of the Commission during an interview. As he explained, the higher education agency has no authority to act on its own without the consent of the Council, except in the administration of funds for its own operation. Therefore, he adds, the legislation creating the Council and the Commission should be examined together if their respective roles are to be delineated.

During the course of interviewing a majority of the present

members of the new Commission, each person was asked how they perceived their role relative to the Council of Maritime Premiers. All respondents were cognizant of the limited advisory powers of their agency but it was also evident that they expected the Council to delegate more authority to the Commission as soon as operating procedures and communication channels were firmly established. This expectation was reflected in the following comment from one of the Commission members:

> I think the Council may and will authorize us to deal with provincial governments in specific circumstances. Otherwise we [the Commission] will get hung up in one big bureaucracy.

Furthermore, it was quite apparent that the Commission as a group is prepared to take a firm position with respect to its recommendations to Council. One member put it this way:

> The MPHEC can only make recommendations to the Council and the latter may veto any proposals put forth by the Commission. However, it is expected that all reasonable recommendations will be accepted in totality.

Other members supported this view and added that, if this is not to be the case, there was really no point in having the Commission continue. In such an event the prediction was that the members would resign en masse.

The Council and the Provinces. Another aspect of this issue concerns the relationship of the Commission and the Council to the individual provinces. Although it is understood that the Council is an agent acting jointly on behalf of the provinces, the role of provincial authorities received no mention in the legislation that established the higher education commission. It is also noteworthy

that the Council has not yet established a standing Committee of Ministers of Education. The position of the provinces is made more uncertain by what some respondents describe as the "Council's way of doing things." They refer to past action of the Council where provincial authorities, including sometimes the cabinet, have been informed about a Council decision after it has been publicly announced. These factors have no doubt partly contributed to the wide differences of opinion that prevailed among interview respondents on the matter of provincial responsibilities in the overall coordination process.

The Commission and the provinces. Perhaps the most controversial aspect of this issue is the relationship of the regional agency to both provincial governments and provincial institutions. The discussion of the questionnaire data in the previous chapter highlighted the differences in approach to coordination that had been adopted by the provinces. It was apparent that these differences were reflected in the expectations that each province had for the regional agency. The interview responses confirm that reconciling these provincial differences will be a major problem for the Commission. In particular a major task will be to convince Nova Scotia that its decision to join the regional commission--taken with some reluctance and opposition--was the correct one, both for the province and the region. The following interview response represents the issue in a manner that typifies the general reaction received:

> The main problem facing the MPHEC is that the three provinces are not viewing the role of the Commission in the same light.

> New Brunswick because of its previous commission experience is very happy to turn everything over to the MPHEC and operate in a manner similar to that of its provincial commission.
>
> Prince Edward Island being much smaller, was prepared to do the same.
>
> Nova Scotia, however, is being much more cautious. . . and the concern is that it may try to revert to its traditional pattern.
>
> There really is a fundamental difference of philosophy here among the three provinces and because of this the MPHEC has to deal with the different governments in different ways.

The Commission and the institutions. The provincial institutions are also expected to adjust to a regional way of doing things. Nova Scotia institutions will find the adjustment more difficult than New Brunswick because the MPHEC legislation and operation is patterned after the New Brunswick mode. As described in the previous chapter, this contrasts sharply with the style to which Nova Scotia institutions had become accustomed. One major concern that was shared by most interviewees representing the institutional level was that by the addition of another level of government, the institutions would be one step further removed from the policy and decision-making level. They felt that under the regional arrangement it would be more difficult for a single institution or a small group of institutions to oppose any major recommendations of the Commission. Representatives of the smaller institutions expressed the concern that "being a small garden in a huge field" there was an increased possibility that their interests would be overshadowed by the three or four larger institutions.

To end the discussion of this broad and important issue two

comments from the interview transcripts were selected as an appropriate summary. The remarks of one university president reflect the uncertainty created by the move from a provincial to a regional mechanism of coordination.

> At the moment it's not clear as to how much influence the MPHEC is going to have with the Nova Scotia government. It's even unclear to me, and I think to the MPHEC, what minister the Commission will deal with. It could be the Premier, the Minister of Education, the Finance Minister or the Treasury Board. It is highly important that this situation be clarified in the Nova Scotia context.

And finally from another respondent this concern:

> The new system is just another bureaucracy that has a number of fundamental problems built into it. Education, for example, is a provincial jurisdiction under the BNA Act. Here we have a Council that crosses provincial boundaries but which has no force of law within those jurisdictions.
>
> Legally there is nothing to prevent either of the three provinces from deciding not to accept the recommendations of the Commission. Time will tell whether this will happen.

Like many universities across Canada, Maritime institutions during the sixties began to think and act more in terms of provincial traditions and problems and less as autonomous units. Before having fully adjusted to this climate, they are now quite suddenly faced with the acceptance of a regional identity. Judging from the concerns expressed during interviews, the transition from provincialism to regionalism will be a long and painful process in higher education.

Inherent Problems of a Regional Financial Plan

The Maritime Provinces Higher Education Commission Act (Appendix E) prescribes 12 specific duties to be performed by the Commission. Perhaps the most important are the annual preparation of a comprehensive plan for financing higher education in the region and the

recommending of formulas that relate to provincial contributions and institutional allocations. It has been noted how respondents to the questionnaire perceived an immediate need for action in this area but anticipated some difficulty in bringing this about equitably. The analysis of budget review activities in the previous chapter also shed some light on this issue by revealing basic differences in the budgetary procedures followed by the three provinces. These interprovincial differences as elaborated here cannot be overlooked in attempts to devise a regional plan.

Some of the more significant differences in the approach followed by the three provinces in financing higher education occurred in the following areas:

1. Powers. The New Brunswick government gave its Commission the regulatory powers to decide on the level of support to be allocated to each university from the sum approved by the legislature. This province and Ontario are the only jurisdictions in Canada that announce the level of support which universities may expect beyond a one-year period. Nova Scotia has had a poor record in this respect with eleventh-hour decisions being the rule more than the exception.

2. Operating grants. New Brunswick had moved away from the body-count approach and gave the province's universities more than 70 percent of their funds in the form of a flat grant. Nova Scotia used a weighted-enrolment formula as its basis for allocating support. With only one university, Prince Edward Island did not have a formula as such and relied more on a line-by-line budget review. Unlike New Brunswick's policy, Nova Scotia institutions received the

same amount of support for non-resident students as was given for students from the province. These differences have tended to encourage the recruitment of students beyond provincial boundaries with the aim of bolstering budgets.

3. Capital support. Nova Scotia has always operated on a system of capital loans which provide up to 90 percent of the cost of a new facility. As a result of a large capital debt accumulated from the growth of the sixties, a moratorium on new projects has been in effect for the first four years of this decade. New Brunswick and Prince Edward Island provided capital grants for construction and recently New Brunswick has been experimenting with a capital grants formula similar to the approach being tried in Ontario.

4. Federal grants. Nova Scotia is the only Atlantic province that receives federal support based on 50 percent of the operating costs of their institutions. The other three still operate under the per capita option that was provided by the Federal-Provincial Fiscal Arrangements Act of 1967. Prince Edward Island has negotiated a general Development Plan with Ottawa which indirectly includes higher education.

5. Level of support. Although exact differences in level of support by the three provinces are difficult to determine, it would appear that Nova Scotia institutions have been receiving less than their New Brunswick counterparts on a per student equivalent basis. In the past there were also cost differentials for similar programs in different provincial institutions to consider. Under a regional

system cost differentials and their justification will be more varied and more complex.

Reconciling the differences. The dilemma facing the Maritime Provinces Higher Education Commission is to decide to what extent, if at all, its efforts should be expanded in reconciling these fundamental differences. Emerging from the interview data are basically two positions that argue for different courses of action.

First, there is support for the position that a uniform set of criteria and rules must be established to standardize the level of assistance and to provide for equitable allocation of funds across the region. In order to achieve this expectation, the Commission would require allocative authority in the distribution of funds similar to that previously held by the New Brunswick Commission. Ideally the operation would be most effective if the governments could be convinced to vote annually a total budget for higher education in their province and then pass these funds over to the Commission to disburse and allocate from a central fund. Supporters of this position maintain that to have the necessary clout in budget review and, as a consequence, in planning and program review, the Commission must exercise control over funds. Otherwise a regional plan for financing can be nothing more than a collection of provincial plans, falling short of the expectations for a genuine regional system of coordination.

The second position represents a compromising stance which recognizes that the idea of a central fund and the authority that goes with it is just not politically feasible in the absence of

Maritime union. The alternate course of action would therefore be to use a less formalized approach and to rely more on persuasion to achieve these objectives within the restrictions imposed by provincial control of funds. The concerns expressed about this posture focused on the following potential problems:

1. To safeguard provincial interests, there may be a move by one or all the provinces to establish a provincial division, panel or sub-committee to advise the provincial authorities about appropriate funding levels. Nova Scotia has retained an advisor on higher education affairs and its Royal Commission has recommended that a Department of College and University Affairs be created.

2. This would add another element to what already appears to be an extensive budget approval process. As it now stands recommendations from the MPHEC could conceivably pass through the hands of the three Premiers, the Regional Treasury Board, Provincial Treasury Boards, Ministers of Finance and Education, and other provincial advisors or budget officers before being returned to the Commission again. Any delays along the line could mean that New Brunswick institutions will be deprived of the benefits of advance notice that occurred under the old system. Meanwhile Nova Scotia universities may find that their expectation of the same benefits under the new scheme may not materialize.

3. As long as the control and distribution of funds remain within provincial boundaries, any attempts on the part of the Commission to establish priorities in long term planning and in program review will be severely hampered. One member described his concern in this way:

> The crunch will come if the situation arises where a provincial government takes the money that we recommend and then reallocates it according to a different set of priorities. This is quite different from a situation where a province may not have the money to meet our recommendations.
>
> This is where the credibility issue will become paramount.

Consultation in Program Coordination

From the institutional point of view no issue is more sensitive than program review, or in more negative terms, the elimination of unnecessary duplication and the control of proliferation in programs and facilities. The mandate of the new Commission in this area is clearly set out in its founding legislation (Appendix E). Its responsibility is "to make recommendations to the Council [in or after consultation with the institutions] as to the advisability of establishing or supporting new courses, programmes, and institutions and of terminating support for existing programmes." It is expected that the Commission will become actively involved in the various facets of this prescribed task. What is not clear to many of the people interviewed is how and to what extent institutions will be consulted and how the Commission's recommendations will be enforced.

Under the provincial agencies prior to 1974 the method of program approval was largely conducted on an ad hoc basis by considering new programs individually as they were presented from time to time. The most active group in this process was the Academic Vice-Presidents Committee of the Association of Atlantic Universities. Each of the provincial agencies made it a practice to consult the Association's Committee concerning the desirability, feasibility and

quality of new programs. However, they were under no commitment to accept their recommendations.

Now that the Commission has assumed the responsibility for program coordination on a regional basis, the problem of consultation with institutions, both individually and collectively, has become a significant issue. It is generally recognized by all parties that the agency will be the mediating mechanism between institutions and government. Regardless of past procedures, each of the 21 institutions is expected to deal directly with the Commission on all future program considerations.

Interview and questionnaire responses have shown that establishing formal consultation and communication links with the institutions is a pressing concern. Machinery in the form of the Association of Atlantic Universities and provincial committees of university presidents is already firmly established. The problem therefore is now a matter of agreeing how this consultation network will be used by both parties on a formal and continuous basis to promote better program coordination. Failure to take full advantage of this organization for any reason and by either side can only be viewed as a backward step.

Some uncertainty was evident among interview respondents with respect to how far the Commission's authority should extend in this area of program review. The fact that the term "courses" was used as well as programs in describing its terms of reference undoubtedly contributed to this confusion. The need for further clarification of the Commission's role in program coordination was

stressed by a number of institutional heads. The president of one of the large universities gave this interpretation of the situation:

> Certainly the Commission has the right to review programs and the right to withhold financial support for new program proposals. This is where they can exercise their influence to avoid duplication.
>
> However, if we have the resources to give a course or introduce a program without the help of the Commission, then they have no authority to veto it. Instead the institution should proceed with the new program in the hope that after a couple of years it will prove itself worthy of such support or perhaps be abandoned.

And in a brief to the Commission by the Association of University of New Brunswick Teachers, this concern was recorded:

> One cannot quarrel with requiring the approval of the Council for the establishment of new institutions or possibly even of a Commission decision to terminate support of existing programmes. However the requirement of Council approval of the establishment of new "programmes"--something which could conceivably cover anything from a new option in the BA degree to the establishment of a medical school--seems to provide for undue centralization (1973:2).

Faculty and students also want to be consulted on region-wide decisions that directly affect their interests. A spokesman for a New Brunswick faculty association emphasized their position. They propose that the Commission normally conduct its business in public; that agendas for its meetings be made public along with any working papers that are the basis for policy decisions. In their view the acts should mandate such a policy and require the publication of all recommendations from the Commission to the Council.

The opinion was frequently expressed by interviewees that perhaps the greatest contribution the Commission will be able to make is in controlling the proliferation of new programs. The first and prerequisite step in this direction will most certainly have to

be more meaningful and more continuous consultation with the institutions and their faculty and student representatives.

The Question of Jurisdiction

As presently constituted, the MPHEC is not exclusively a university coordinating agency. Although degree-granting institutions make up the predominant component, five of the 21 members are colleges or institutes that have a regional orientation but do not award degrees. Section 4(1)(b) of the enabling legislation guarantees that the non-university sector will be represented by one or more executive heads. Presidents of universities have a part to play in nominating representatives from their sector but they are not permitted to serve as members of the Commission.

The non-university sector in the Maritime provinces has been slow in its development and coordination compared to progress made in other areas in Canada. Recent attempts to rationalize this sector in Prince Edward Island and New Brunswick have been successful. Prince Edward Island has created Holland College to provide practically all the instruction of a non-university nature for the province. New Brunswick has brought all its colleges and institutes that are not affiliated with universities into the organizational framework of the New Brunswick Community College. Most of the non-university institutions in Nova Scotia still remain the responsibility of the Department of Education.

The present relationship of the non-university sector to the regional commission varies from province to province. Holland College comes under its jurisdiction partly because it has a regional police

academy as one of its programs. The president of the College is also a member of the Commission. For Prince Edward Island the Commission is really a post-secondary agency. The Chairman of the New Brunswick Community College is a member of the MPHEC but the College and its institutions have not been included within the scope of the agency. Nova Scotia's College of Cape Breton is on the agency's list because it offers both university-level courses and classes in various trades and technologies. All other institutes of technology are excluded and have no representation on the Commission. This somewhat confused situation prompted one member of the Commission to comment as follows:

> The present perimeter of the MPHEC jurisdiction makes no sense at all. It has no logical basis. For example, the Nova Scotia Land Survey School is not a university and will never be one.
>
> I personally favor a change in which the Commission would be limited to universities or those institutions which offer courses which eventually are acceptable for degree credit.

There was no consensus among interviewees pertaining to the jurisdictional boundaries of the Commission. Some agreed with the above posture, noting that present problems were more than enough for the Commission and its staff to deal with effectively. Others felt that the only way to rationalize the jurisdiction is to include all institutions that operate beyond the high school level.

The terms of reference for the Commission provide for the inclusion of all post-secondary education in its scope. Although the decision to extend jurisdiction requires no fundamental change in the legislation there appears to be no immediate plans to do this. A study of the agency's relationship with the non-university sector

was a part of its original plan but this has been shelved for the moment. Even though the issue is apparently not a "priority" consideration, it will inevitably become more important as the non-university sector continues to grow in size and stature.

Another aspect of this jurisdictional issue that will likely receive consideration at some future time is the absence of Newfoundland as a fourth partner in the planning and coordination of higher education for the complete Atlantic region. It is conceivable that Newfoundland could participate in some way without having to make commitments in other areas or without joining the Council of Maritime Premiers. The province has in the past contributed to the improvement of regional cooperation as a member of such voluntary associations as the Atlantic Provinces Economic Council and the Association of Atlantic Universities. Should Newfoundland reconsider its position, there is every indication that the move could be strongly endorsed by the members of the higher education community who were interviewed in this study. Dr. N.A.M. McKenzie, former Chairman of the Nova Scotia University Grants Committee, expressed his support in this way:

> I wish Newfoundland were included in the Commission, for without Newfoundland the Commission will not be able to effectively deal with duplication and overlapping in the fields of higher education (1974:32).

III. SUMMARY

The data reported in this chapter from documents, interviews and questionnaires have demonstrated that a number of important issues confront the Maritime Provinces Higher Education Commission

as it enters its first year of operation. The issues were all considered to be a direct consequence of the change from a provincial to a regional organization for coordinating higher education. Most of the issues arose because of the differences in structure, approach and tradition that characterized the three provincial systems being unified to become a regional system of coordination. The issues were found to differ in terms of their immediate need for action and the feasibility of their resolution by the Commission. In addition, evidence was presented to show that at the time of investigation there was not a clear conception of roles among the various groups involved in the coordination process.

The overriding issue for the Commission is one of credibility; more than anything else it must take steps to gain the confidence of the Council, the three provincial government and the institutions. To prove itself to the Council and to provincial governments, its challenge is to attain a more efficient and effective use of resources than its predecessors achieved. To be accepted by the institutions it must attempt to meet with some degree of satisfaction a diverse set of expectations that originate in the three provinces. The survival of the Commission itself may rest on the success or failure of the agency in meeting or balancing these demands. The analysis of issues in this chapter suggests that as a strategy for survival, the Commission should carefully select the problems it will attack during its first years of operation. Taking on too many difficult tasks which may not have easy solutions could mean that in the end it will win some battles but lose the war.

CHAPTER 8

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter first of all provides an overview of the study focusing on the preceding four chapters which constitute the main descriptive and analytic part of the thesis. Then the conclusions drawn from the data are presented in a sequence that follows the organization of the data in these four chapters. Finally, recommendations for specific changes and further research suggested by the data analysis and the findings are proposed as guidelines for further action.

I. SUMMARY

The Background and Purpose of the Study

The background of this study is the decade of the 1960's, one of the most significant periods in the history of Canadian higher education. The spectacular growth and rapid change that marked this decade left an aftermath of uncertainty that has been a prevailing characteristic of the environment of higher education to the present time. The problems left over from the 1960's and the pressures of new economic, social and political conditions of the 1970's have combined forces to bring about major changes in attitudes, in functions, and in structure at the higher education level. Although continued change is certain, its direction and pace are not. The motivation and

basic argument behind this study is that to better understand the changing nature of higher education and its future development one must first examine the events, policies and decisions of the past that were instrumental in shaping our present system.

Against the background described above, this study was designed for the purpose of describing and analyzing the development of a regional system for coordinating higher education in Atlantic Canada. Its particular focus has been the events and decisions that resulted in the formulation of a region-wide policy on higher education culminating in the creation of the Maritime Provinces Higher Education Commission. The study in broad terms covers the important decade of the sixties but it was the latter part of this period and the first four years of this decade that were of greatest significance.

In addition to tracing the evolution of the new Commission, two other major areas of inquiry were explored. The study, concerned with the change in both the structure and the process of coordination systems, included an analysis of the change in the functions of the provincial and regional coordinating agencies involved. The issues generated by the change were also analyzed for their region-wide implications and as sign posts for further action and change.

Conceptual Framework and Methodology

The conceptual framework developed for the study was based on propositions derived from systems theory and on models adapted from this theory that have been used to study political systems and policy making. To provide direction and a rationale for the organization of the study, a simple model of system action and change was derived.

It incorporates a flow of effects that begin as antecedent or circumstantial conditions in the environment which are articulated into specific demands to become system inputs. These are converted into specific actions and decisions by the system to become policy outputs. The consequences and impact of policy outputs shape new inputs which, when processed by the system, result in further system action and change.

The methodology of the study utilized three data gathering techniques in a sequence that permitted the progressive accumulation of data and at the same time facilitated checking and refining information and exploring new avenues and sources. The investigation began with a search of documents, was followed up by interviews in the field and concluded with a broader survey of perceptions by questionnaire. Interviews, conducted on a formal basis with 25 key officials and with another eight informally, yielded about 100 pages of typed transcript. The questionnaires brought a response from 48 individuals who held key positions at the government, coordinating agency and institution levels of each of the three Maritime provinces.

The Emergence of Provincial Systems

Documentary sources of data were first used to compile a profile of the college and university systems as they took shape during the 1960's. This was taken as a first and necessary step to provide a clear picture of the magnitude and complexity of the institutional system and of the coordination task.

The institutional framework of higher education in the Atlantic region is a combination of long-standing universities which trace their

origins back to the mid-nineteenth century and newer colleges and universities that came about as a result of expansion and reorganization that occurred during the decade of the 1960's. Enrolments were generally low until the flood of offspring from the World War II baby boom almost doubled the number of students who were admitted over the ten-year period. Significant gains were made in just about every aspect of higher education during this period but, given a lower base in the beginning and the greater advancement made by other regions in Canada, the Atlantic institutions actually fell farther behind in relative terms. The widened gap was particularly evident in the development of colleges and institutes which provide an alternative to university education. The need for a strong non-university system is now apparent but current economic conditions prevent the kind of expansion that occurred in Quebec, Ontario and Alberta.

Problems encountered in the coordination of these systems stem from the tradition of autonomy and the competitive spirit that was firmly entrenched by the diverse ethnic and religious interests which sponsored the institutions in the beginning. With some 17 degree-granting institutions to serve two million people the pressures and desires for closer cooperation have persisted for a long time. History records several attempts to unite the institutions under one or more structures but to no avail.

In the 1960's renewed pressure from provincial governments had far greater impact in promoting cooperation. Prior to this time the system was for the most part supported by private sources--except for Memorial University which, like the Western Canadian institutions, had been publicly supported since its inception. Other institutions,

one by one, were forced to become part of the public system as they found the burden of increased costs too heavy for the traditional sources to support. As the size of grants increased so did the need for government advisory machinery to allocate and administer these funds. By the end of the decade, grants commissions in Nova Scotia, New Brunswick and Prince Edward Island were interposed between governments and the higher education institutions.

Attempts to better rationalize and coordinate the three provincial systems have tended to run parallel to each other but the approach used and the stage of maturity reached differ significantly.

With one university and one college, Prince Edward Island has the simplest public higher education system. It was the result of swift action taken by government in 1969 which at the same time created the Commission of Post-Secondary Education to coordinate the two elements.

New Brunswick policy developed more slowly according to a plan developed by a Royal Commission on higher education. It too has brought order to its system with four well-balanced elements: two larger institutions offering a range of graduate programs (University of New Brunswick for English speaking students and Université de Moncton for the French population) and two smaller, predominately undergraduate institutions (Mount Allison and Saint Thomas). Since 1967 their development has been coordinated by the New Brunswick Higher Education Commission.

The University Grants Committee in Nova Scotia has been less successful in its efforts to rationalize what is a much more complex system. Twelve institutions claim university status. The latest

addition, the College of Cape Breton, symbolizes the kind of diversity that is characteristic of the Nova Scotia system; it is both an institute of technology and an undergraduate university. More recently there are signs of greater cooperative activity that promise to bring the diverse elements of the system closer together.

Relations between Memorial University and the government of Newfoundland and Labrador are very direct and no intermediary body has been required. A number of institutes and colleges make up the non-university sector but so far no serious consideration has been given to the adoption of a policy similar to Prince Edward Island that would explicitly require the planning and coordination of all elements as part of one provincial system.

Since 1964 the Atlantic universities have spoken with one voice on many common problems through the Association of Atlantic Universities. Its major contribution has been in the area of regional program coordination. Being a voluntary body, it has not always been able to effect policy development in a direct way but its influence and presence have been asserted in more subtle ways.

Development of a Region-Wide Policy

Responses from interview and questionnaire sources provided the data base for describing the development of a regional policy on higher education in the Maritime provinces and for analyzing the determinant factors in the decision to create a regional coordinating agency. The questionnaire items required a restricted response on a five-point scale so that perceptions concerning the determinant factors could be analyzed by frequency distributions and the means of the response-set.

Two prevailing circumstances that gave impetus to the provincial movement toward greater coordination have already been mentioned. The existence of a large number of universities, heavily dependent on government support, in an area with limited population and resources created a situation which dictated greater government participation in policies and plans shaping the development of higher education. The change in federal-provincial fiscal arrangements in 1967 greatly strengthened the provincial government's position in its relationship with institutions. These factors coupled with a growing disenchantment with universities by the public at large contributed to the climate of uncertainty that surrounded the higher education community at the turn of this decade.

Provincial governments in Atlantic Canada have traditionally adopted the same approach being used throughout the country to develop major policies in higher education. In the past the use of special task forces and commissioned studies has been the strategy adopted by the three provinces to provide input concerning the formulation of provincial policies. Thus, when the possibilities of joint action were being investigated under a Maritime Union Study, it was inevitable that a special study of higher education be among the areas investigated by a task force.

The most powerful force in the development of regional policies in the Maritime provinces is the Council of Maritime Premiers. As an official agent of the three provinces it is the instrument and framework for joint action by the provinces in many areas. Immediately after its formation in 1971, the Council decided that higher education was an appropriate area for joint provincial effort and its intention

to form a Maritime Commission to coordinate this effort was announced after their first meeting. At the time the Council had not had an opportunity to develop an apparatus for promoting its policy decisions. The acceptance of the idea of one commission for three provinces therefore proved to be a test of the Council's unity and also a test of the willingness of the provinces to participate in joint undertakings.

Analysis of Functions

In the analysis of change in the coordination process this study has concentrated on the activities that together define three of the most important functions of coordinating agencies. The questionnaire was designed to solicit the opinions of respondents about the extent of involvement in these functions by the provincial agency of their province and also by the regional agency. Comparisons by province and by level (government, agency and institution) were made to determine the differences in the approach to the tasks of coordination as performed by provincial agencies. A comparison of "actual" and "expected" involvement was also made by province to identify the extent to which the regional agency is expected to depart from the pattern of functional involvement set by the provincial agencies.

Analysis of Issues

The identification of major issues arising from the change to a regional approach to coordinating higher education was also an objective of this study. The intent was to pinpoint problems of a more pressing nature that would require the attention of the new Commission. In broad terms the major issues focused on such concerns

as (1) the authority relationships between the various constituents of the new system; (2) the problems inherent in the development of a regional financial plan; (3) the degree of consultation and participation in program coordination; and (4) the question of the Commission's jurisdiction.

The questionnaire provided a breakdown of these issues into ten specific concerns that were evident from the comments of interviewees. Respondents were asked to assess for each one the urgency for action and the potential of the Commission to successfully deal with the issue. The analysis of the data suggested a division which separated the issues into two groups according to lower and higher priorities for action. The issue analysis provided insights into the perceived impact of the change in coordination structures and gave a clearer picture of the magnitude of the task facing the new Commission. Its credibility and perhaps its survival rests on the extent to which the Commission can successfully resolve these issues in terms of government and institutional expectations.

II. CONCLUSIONS

This study has investigated the developments which led to the change from a provincial to a regional approach to the coordination of higher education in Atlantic Canada. It has described the events and decisions in the evolution of the Maritime Provinces Higher Education Commission; it has identified the determinant factors in the change; it has analyzed the functional change in the coordination process that is expected under the new organization; and, it has examined the issues generated by the change. The investigation of

these four areas has led to a number of major conclusions which are summarized below.

Antecedent Factors

Of the number of forces that contributed to greater government participation in the coordination of higher education in the provinces, the factor with greatest impact has been the increased dependence of institutions on provincial government support that occurred during the decade of the 1960's.

Although the change in federal-provincial fiscal arrangements in 1967 greatly advanced this dependency, this single event was not viewed as an antecedent of major importance.

A related factor of secondary importance is the existence of a large number of universities in an area with limited population and scarce resources.

Demand and Support Elements

The catalyst of the change to a regional system was the Maritime Union Study. Without it, it is unlikely that a regional agency of this nature would have been created in the foreseeable future. The main thrust and support for the Commission came from the three Premiers acting jointly through the Council of Maritime Premiers.

The Association of Atlantic Universities officially supported the move and initially played a significant role in articulating the demand for a regional body to coordinate higher education. However, the Association did not expect its position to be interpreted as unconditional support, to be used to promote the idea without their continued participation in development and implementing any forthcoming policy decisions.

Support for the proposal within the ranks of provincial governments and among the various institutions was not as strong as that expressed by the Council and the Association which in a collective way act on their behalf.

Factors Influencing the Decision

In deciding to create a single higher education commission for the region, the Council of Maritime Premiers was undoubtedly influenced by the economic benefits that were expected to accrue from rationalizing costs and programs on a regional basis. Equally important as a motive was the desire to take specific action that would demonstrate the unity of the Maritime Premiers and the viability of the Council.

The past performance and present capabilities of the provincial coordinating agencies and the institutions in promoting regional cooperation were not considered to be of any major consequence or influence in the decision taken by the Council.

Although Maritime union advocates saw much to be gained from a joint undertaking that would permit a united approach when dealing with the Federal Government, this possibility was, if anything, a minor consideration in the joint decision.

Policy Implementation

The development of detailed proposals concerning the nature and functions of the proposed commission proceeded without the benefit of a well-formulated plan. The lack of meaningful communication and consultation compounded by a concern over loss of authority and autonomy by both provincial governments and institutions made the

preparation and acceptance of common legislation a difficult task. Over the three-year period that was required to implement the policy, several crisis stages were experienced raising doubts about its feasibility.

Agency Involvement in Coordination Functions

Actual involvement by provincial agencies. Considerable variation in the perceived extent of involvement in major task areas by provincial agencies was found. The differences were statistically different for 17 out of 26 activities and ten of these involved all three provinces.

The three provincial agencies were most extensively involved in budget review, with planning and program review following in order of importance.

The New Brunswick agency was more extensively involved in more task areas than its counterparts in Nova Scotia and Prince Edward Island.

Statistically significant differences distinguished the functioning of the New Brunswick Commission from that of the other two agencies in four of the eight planning activities, three of the eight budget review activities and two of the seven program review activities. In all activities but one the New Brunswick agency was perceived to be more extensively involved. The exception was the review and approval of detailed budgets of institutions.

Expected regional agency involvement. Considerably less variation among the provincial respondent groups was found when the

expected extent of involvement by the regional agency was rated. There were only two of the 26 activities where the provinces differed significantly at the .05 level in their expectations.

For the most part each province expects the regional commission to retain the same relative order of priorities among the various activities that make up each function but at an overall higher level of involvement.

When actual provincial involvement is compared with expected regional involvement for each province it can be concluded that:

1. New Brunswick expects the least change in overall activity involvement. A comparison of means showed a statistically significant difference for half of the 26 items. Only four of these applied to planning and budget review activities, suggesting that the greatest change is expected in the area of program review.

2. Nova Scotia and Prince Edward Island expected more extensive change in a greater number of activities. Of the 26 activities, 20 for Nova Scotia and 19 for Prince Edward Island showed differences that were statistically different. Half of these activities (10 in each case) were in the planning and budget review area.

Comparisons of involvement by level. Comparisons described above which were based on the responses by provincial groups were also analyzed by levels which distinguished government, agency and institutional groups. No differences of statistical significance beyond the .05 level were found for any of the activities.

Issues Arising From the Change

General agreement was found on what constitutes the major issues confronting the Maritime Provinces Higher Education Commission.

1. The overriding issue is the credibility of the Commission and how it can best gain acceptance by the provincial governments and by the institutions of the region.

2. The problem of reconciling provincial priorities with regional needs is a broad issue that is manifested in other issues.

3. The determination of authority relationships among the various constituents of the coordination system is perceived to be a major concern.

4. The development of a regional financial plan that reconciles interprovincial differences in the policies and methods for supporting higher education is considered to be one of the more critical issues facing the new Commission.

III. RECOMMENDATIONS

Implicit in the purpose and design of this study was the expectation that the analysis of system action and change would lead to recommendations for further change and proposals for further research. The framing of recommendations has been facilitated by personal insights gained from the interviews and from comments submitted with the questionnaires. The study has suggested broad proposals in several areas which in turn warrant specific recommendations for implementation.

Systems Relationships

The restructuring of the machinery for coordinating higher education in the Maritime provinces has produced a more complex system and with it a new and more complex set of relationships. The combination of three provincial systems may mean that problems and procedures in certain respects may be increased proportionately.

For individual institutions the change means that each is now a smaller part of a system that includes two additional provincial governments, a Council that is in essence a collectivity of governments and a number of additional institutions. As in any expanded system where centralization of authority is deemed necessary to control the diverse elements, there is a very real danger that institutions will be cut off from active participation in decision-making and policy development that vitally affect their operation.

The chief dilemma facing the new Commission is how to reconcile institutional and provincial priorities with the needs of the region without losing the confidence of any of the system elements. Much of the machinery required for resolving this dilemma is already in place. The task now is to work out relationships among the system elements that will create a balanced distribution of authority and, as a consequence, a climate of mutual trust. The situation demands a set of procedures that determine the level of decision-making and the degree of participation for each of the elements in the coordination process. In view of the statutory requirement that all parties in this process be consulted by the agency, it is recommended that:

1. A consultative system for planning, budget review and program review be established by creating effective linkages between the system

elements in a manner schematically represented in Figure 8. The proposed network makes the Commission the focal element that links government and institutional triangles to form the boundaries of the government-institution interface. The degree of consultation or intensity of participation between elements will vary with each function and also with the activities that comprise a given function. The thickness of lines will therefore depend on the levels of decision-making assigned to each element.

To provide for a more effective operation of this consultation system it is further recommended that:

2. The different levels of responsibility and decision-making for each linkage and for each functional area be worked out, be clearly stated as a part of the agency's operational plans, and be understood by all concerned. (The rationale for determining levels of decision-making provided in Figure 1 of Chapter 2 illustrates the nature of the proposal being made.)

3. A Standing Committee of Ministers of Education be created under the aegis of the Council of Maritime Premiers as a formal link between provincial governments.

4. The Academic Vice-Presidents Committee of the AAU be recognized as the formal link between the Association and the institutions for purposes of review of new and existing programs.

5. The Council of Maritime Premiers delegate to the Commission the authority to deal directly with the provinces on matters other than major policy decisions and the allocation of funds.

6. Any countermove creating provincial mechanisms such as departments or divisions of college and university affairs to fill the vacuum left

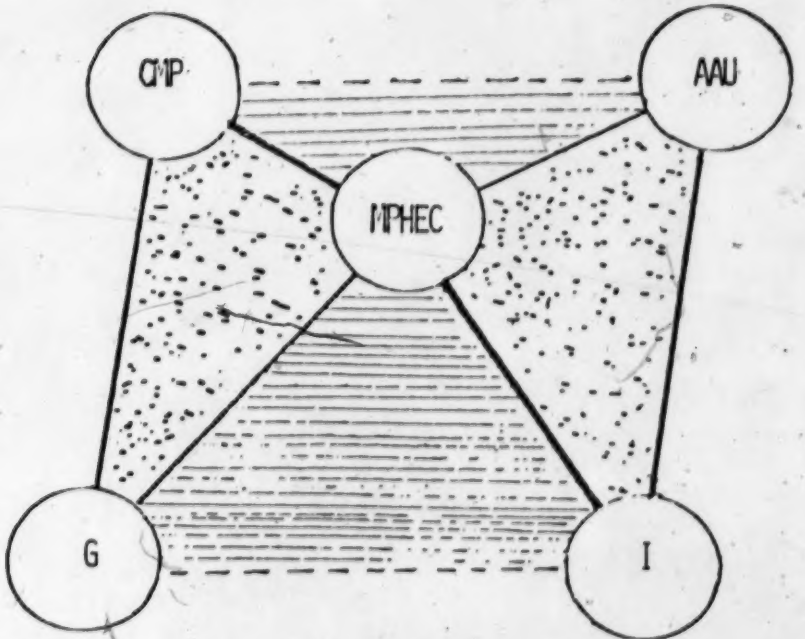

Figure 8

Government-Higher Education Relationships in the Maritime Region: A Proposed Consultative System

Key: CMP - Council of Maritime Premiers (Government Collectivity)

G - Individual Governments

MPHEC - Maritime Provinces Higher Education Commission

I - Individual Institutions

AAU - Association of Atlantic Universities (Institutional Collectivity)

- Government and Institutional Triangles

- Government - Institutional Interface

(Thickness of lines suggests degree of communication; consultation may vary with the function and with the activities of a given function)

by provincial coordinating agencies be discouraged until the commission and related consultative system has had an opportunity to fill this void.

Financing the System

The duties of the Commission prescribed in the legislation makes reference only to annual financial plans. Now that additional levels of review and approval have been inserted in the budgetary process, a multi-year financial plan is especially important if undue delays are to be avoided. The experience of the New Brunswick Higher Education Commission has demonstrated that the practice of making budget plans for several years with some degree of government commitment is both feasible and necessary to facilitate various planning activities. In view of the expectations by questionnaire respondents that a multi-year financial plan will become regional policy, it is recommended that:

7. With the approval of the Council of Maritime Premiers, a three- to five-year plan for financing the higher education systems be developed to operate on a rolling basis with provisions for annual review.

In view of the impending negotiations with respect to the review of the Fiscal Arrangements Act scheduled for 1977, it is recommended that in the interval:

8. Priority be given to a special study of the problems inherent in a regional financial plan with the aim of reconciling provincial differences and presenting to Ottawa a single plan rather than three separate ones.

An Advisory Structure

The legislation empowers the Commission to create advisory committees in areas where it is deemed necessary. At the present time there is a move in progress to strengthen ties across provincial boundaries which would unite on a regional basis the various associations that represent faculty interests. The various student groups have already formed a regional association to promote their interests on a united front. From time to time groups from business, labor, and other professional associations will want to communicate their ideas and concerns to the Commission.

In order that the agency receive the benefit of a variety of useful advice from different groups on a continuous basis, it is recommended that:

9. A flexible advisory structure consisting of both standing and ad hoc committees be established so that formal channels of communication may be opened to various interest groups.

In order to foster a general climate of openness it is further recommended that:

10. In addition to annual reports, the Commission should publish special reports and make periodic announcements to keep the general public up to date on the Commission's activities and policy directions.

Jurisdiction

Each provincial government has a responsibility to provide a variety of post-secondary educational opportunities commensurate with the needs, interests and welfare of its citizens. Some provinces in Canada have created departmental agencies to assume this responsibility.

Now that the need for the coordination and planning of the non-university sector is being recognized, the question of its relationship to the university sector and to the Commission is an important one.

It is recommended that:

11. The MPHEC take the initiative in promoting articulation with the non-university system and in determining the appropriate mechanisms for its coordination.

12. In the event that parallel structures emerge with separate coordination mechanisms, a joint planning unit should be created to ensure planned diversity for the total regional system.

Newfoundland's position with respect to the Maritime Provinces Higher Education Commission remains to be settled. The province has thus far tended to go its own way in the development of Memorial University and its professional schools of engineering and medicine. Future expansion into other highly specialized areas will be an expensive undertaking that may prove to be too great a burden for Newfoundland, acting independently of the other Atlantic provinces. In order that the greatest benefits may result from regional coordination of higher education in Atlantic Canada, it is further recommended that:

13. Newfoundland and its major higher education institutions be included as associate members in the jurisdiction of the Commission, extending its boundaries to include the complete Atlantic region.

Further Research

Decisions to make further revisions of the present structure of coordination should be based on a thorough analysis of its capability and performance. To complement and extend the work of this study for

this purpose, the following areas of research are recommended:

1. A study of the impact and consequences of the decision to create a regional structure as revealed by subsequent events. This would include an assessment of the extent that costs and programs have been more efficiently and effectively rationalized on a regional basis.

2. An investigation of the present and future role of colleges and institutes as elements of both the provincial and regional system.

3. A study that identifies and evaluates the various alternatives for financing higher education on a regional basis.

4. A study that examines the need for a formal structure to coordinate higher education in Newfoundland, both on a provincial basis and as a part of the Atlantic system.

Looking beyond the region, it is recommended that:

5. Studies of a similar nature be undertaken in provinces where major changes in coordination policy and structure have recently been implemented at the higher education level.

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APPENDIX A

THE INTERVIEW SCHEDULE

APPENDIX A

GENERAL INTERVIEW QUESTIONS
(An Interviewee Guide for Advance Preparation)

The purpose of the interview is to obtain an expression of personal views or perceptions on matters pertaining to the coordination of higher education in Atlantic Canada from respondents who hold key administrative positions at the three major levels of inquiry, i.e., (i) government, (ii) coordinating agency and (iii) institution. Respondents are expected to react primarily in the context of their own level of operation and in terms of their experiences or involvement in the coordination process.

1. In your opinion what organizations, committees, councils or other groups are most influential in the formulation of policies which affect the development of higher education (i) in your province and (ii) in the Maritime and/or Atlantic region?

2. What part did the coordination agency of your province play in this development?

3. In your view what were the circumstances, events or decisions which led to the establishment of the Maritime Provinces Higher Education Commission?

4. What do you see as the main difference in the role of the regional commission compared to that of the structures that it replaced?

5. What are the major problems that the new commission must confront immediately? in the near future? on a long-range basis?

6. How do you feel about this most recent move toward greater regional coordination of higher education? How will it affect your own level of operation? and other levels? What expectations, hopes or concerns do you have about the changes taking place at these levels?

7. Are there any other issues, specific or general, that should be noted? Comment.

8. Looking ahead, could more be done by the higher education system within its present means to serve the community better? What changes, if any, do you expect in the higher education network by 1980?

INTERVIEW SCHEDULE

A. INTRODUCTION

The purpose here is to "set the stage" by ascertaining the interviewee's background, the breadth and depth of his knowledge about the system in which he works, and his general perspective of the post-secondary educational climate in his province and the region. This will assist in the phrasing of subsequent questions so as to take full advantage of the respondents particular expertise or experience.

1. As (position), what is the area, level or extent of your involvement in matters that pertain either directly or indirectly to the coordination of higher education in the Atlantic region?

2. I would like to begin with a rather broad question: How do you feel things in higher education have been going in (province) over the past few years?

Probe:

Do you see much of an increase in demand for post-secondary opportunities?
If not, why not?
If yes, where is the demand coming from?
How do you think the province can meet the increased demand?
What facilities should be enlarged? Should non-university opportunities be expanded?

B. ANTECEDENTS

This section will focus on the period of the mid to late sixties when the move to provincial coordination of higher education greatly accelerated. The chief intent is to examine the activities of the three coordinating agencies as perceived by the respondents and to determine to what extent, acting independently or jointly, each supported or resisted the move to greater regional coordination.

3. During the sixties the governments of each of the Maritime provinces established formal structures to coordinate higher education. What do you think prompted the government to take this action and what in your opinion did the government hope to accomplish?

Probe:

What was its authority base? Advisory or executive powers.
What were its functions or duties?
Comment on jurisdiction and membership.

4. How effective was the agency in performing its functions?

Probe:

In what areas was it (a) most and (b) least successful in achieving its objectives and fulfilling government expectations? Could you cite examples of action taken by the commission to encourage or inhibit greater cooperation within the province and between the provinces?

5. Are you aware of other factors not yet mentioned that could be classified as antecedents in the evolution of the present structure?

Probe:

What about social, political or religion considerations? And the impact of federal decisions such as the Fiscal Arrangements Act?

C. ESTABLISHMENT OF THE MPHEC

The purpose here is to identify the significant events that the respondents feel were responsible for the move from a status of inter-provincial cooperation to one of regional coordination.

6. In your opinion what were the circumstances, events or decisions which led to the establishment of the Maritime Provinces Higher Education Commission?

Probe:

Is there one single event or decision that you view as being central or most important? Were there central figures behind the scenes? Was there a combination or chain of events that culminated in the legislative change?
Could you rank the major inputs in some order of importance?

7. From the time it was first proposed it took over three years before the MPHEC became a reality.

Probe:

Could you recall some of the more important events during this period?
Why do you feel it took so long for the proposal to be accepted by all three provinces?

D. ROLES AND EXPECTATIONS

This section is designated to determine the perceived role and expectations of the new commission in contrast to the operation under the old scheme. Also it will examine consistencies or otherwise in the expectations as indicated by the respondents and that implicit in the legislation that gives the body its statutory base.

8. What do you see as the main differences in the role of the regional commission compared to that of the structures it replaced?

Probe:

Does the legislation founding the new commission clearly specify its roles or functions? its powers? its relationship with government and institutions?
As a regional body does it have stronger statutory powers in budget review? in program review? in planning? in other areas?
Do you see any weak points in the legislation? Are there any strengths that didn't exist in previous legislation?
Do you agree with the way in which members of the commission were selected?

9. Looking at the Atlantic system as a network with three distinct levels (government, commission and institution) what kind of relationship or pattern of interaction appears to be developing between the commission and the other constituent parts of the system?

Probe:

Is the commission to be a buffer or intermediary agency as these agencies are often described?
If so, in what respects? How do you perceive it?
In what way are individual institutions represented on the commission?
At this stage do you think there is a clear understanding of roles and relationships by the different levels?

10. Now that the new commission is in operation, where do you see such groups as the Association of Atlantic Universities and the Council of Maritime Premiers making their greatest contribution?

Probe:

Are their positions or roles changing? What do you feel will be their major input?

11. If you were appointed chairman of the new commission, what short and long range objectives would you strongly support?

Probe:

Could you rank these in some order of importance?

E. PROBLEMS AND ISSUES

This segment will be structured so that problems and issues implied in answers given above can be drawn out, re-stated, clarified, and ranked in order of importance on a time scale. An opportunity will be provided to introduce other issues and problems not previously mentioned.

12. Looking back over what has been said so far, what do you view as the major problems that the new commission must confront immediately? in the near future? and on a long range basis in order to achieve its objectives?

Probe:

Are these problems interrelated in any way?
Is there a single issue that is the source of many of these problems?

Probe Further:

Is there much duplication in the system? Is there a need for consolidation and integration of facilities and programs? In what areas?

13. Are there any other issues, specific or general, that have been overlooked in this interview?

Probe:

Follow same line of questioning as above for the issues added.

F. OVERVIEW AND A LOOK TO THE FUTURE

As the title suggests this final stage of the interview provides the respondent an opportunity to recapitulate and summarize any points of emphasis made throughout the interview. It also allows the interviewee to place his thoughts in the context of things to come in the future.

14. In general, how do you feel about this most recent move toward greater regional coordination of higher education?

Probe:

Will its advantages outweigh its disadvantages?
How will it affect your own level of operation? and other levels?
What expectations, hopes or concerns do you have about the changes taking place at these levels?

15. Looking ahead, could more be done by the higher education system within its present means to serve the community better?

16. What changes, if any, do you expect in the higher education network by 1980?

APPENDIX B

CORRESPONDENCE CONCERNING INTERVIEW ARRANGEMENTS

Dear

I am a doctoral student here at the University of Alberta presently on leave from a teaching position at Memorial University of Newfoundland. My field of specialization is higher education and I am particularly interested in the coordination of higher education systems in Canada.

For my thesis I have taken as a research topic The Coordination of Higher Education in Atlantic Canada covering a period from the early sixties to the present. The study is rather broad in scope and will cover such aspects as the mechanisms for cooperation and coordination at different levels, the interactions within and between these levels (government, coordinating agencies, and institutions of the higher education community), and the significant events and issues relevant to the development of the present system.

Part of the methodology of my study requires that interviews be conducted with representatives from the different levels who have been and/or presently are involved in the development of the higher education system in some significant way.

As a present leader in your field at the institutional level I am seeking your cooperation by providing the opportunity to interview you. Should you agree, please complete the attached form and return it to me as soon as possible. This will greatly facilitate the preparation of a final interview schedule. After receiving your response I will send you an outline of the kind of questions to be considered. Confirmation of the exact time for an interview will be made well in advance, most likely by telephone.

Should there be some other senior university official that would be an additional or alternate source of information for my specific study area, then I would be pleased to make the necessary arrangements for a meeting with that person.

In anticipation of your cooperation, I look forward to our interview session with keen interest.

Yours sincerely,

Claude R. Clarke

Dear

First, a sincere thank you for agreeing to make available to me some of your valuable time for an interview. Your cooperation is most encouraging indeed.

Enclosed you will find an outline of the type of questions that could form the focus of discussion for the interview. They are being provided in advance of the proposed date so that you may consider them and perhaps raise other issues that you might consider pertinent to your level of operation or area of interest. The questions are intended to serve as a guide and actual phrasing will vary to some extent with each individual interview and with the level of interaction being discussed.

Dates for interviews designated in earlier correspondence may have been changed in order to accommodate the preferred time indicated by respondents. Please refer to the revised schedule on the next page and advise me only if the suggested period may present difficulties for confirming a suitable time for an interview. Otherwise, as previously arranged, I will contact your office by telephone well in advance to confirm an exact time.

I sincerely regret any inconvenience caused by this change. Your continued cooperation is greatly appreciated and I look forward to seeing you in November.

Yours sincerely,

Claude R. Clarke

April 13, 1975.

To: Representatives of the Higher Education Community in the Atlantic Region

From: C.R. Clarke, Doctoral Student,
Department of Educational Administration,
University of Alberta

Subject: Interview Summaries

Enclosed you will find a summary of the interview on the subject of Coordination of Higher Education in Atlantic Canada that was conducted with you last November.

Your answers and comments are now being returned for your validation. An attempt has been made to transcribe as accurately as possible from the tapes or notes recorded--with minor changes in the organization where appropriate.

As explained during the time of the interview, your responses will not be used in any way that will identify them with you. In any case where it is desirable to extract a direct quote to emphasize a particular point, your permission has been specifically requested on the summary sheet.

Any changes or additional comments may be recorded in the space to the left of your answers or on the back of the sheet.

When you have completed the validation to your satisfaction please signify that it conforms with the opinions expressed during your interview and then return it to my university address as quickly as possible.

Thank you again for your participation and cooperation.

Yours sincerely,

Claude R. Clarke

APPENDIX C

THE QUESTIONNAIRE INSTRUMENT

QUESTIONNAIRE

COORDINATION OF HIGHER EDUCATION IN ATLANTIC CANADA

INTRODUCTION AND GENERAL INSTRUCTIONS

(Please read carefully before completing the questionnaire)

1. The questionnaire is the third and final phase of data gathering being conducted for this study of coordination of higher education in Atlantic Canada. The questions derive from an analysis of documents and interviews completed earlier.

2. Its overall purpose is to secure a spectrum of opinion representative of the three levels of inquiry - 1) government, 2) coordinating agency and 3) institutions. At the same time it will help to refine, clarify or confirm certain positions, observations and generalizations emerging from other data sources.

3. To reduce the time required for completion and to facilitate the compiliation of findings, a number of questions have been provided with a limited selection of possible answers. In cases where the list of choices does not include or adequately describe a significant factor or alternative that may apply in your situation, you are encouraged to qualify or amplify your answer and make additions wherever appropriate. If sufficient space has not been provided, please use the back of the questionnaire.

4. In the questions the term agency is used as inclusive of commission or committee and staff taken together. Provincial agency refers to the official body established by government for the purpose of coordination. Depending on the reference that applies to your situation, it will mean one of the following:

   New Brunswick Higher Education Commission

   Nova Scotia University Grants Committee

   Prince Edward Island Commission on Post-secondary Education

   Regional agency refers to the Maritime Provinces Higher Education Commission (MPHEC) which replaced the provincial agencies in 1974.

5. The term higher education when used with reference to a particular agency includes those institutions and systems coordinated by the agency. Otherwise it is used in the broad sense to connote all sectors of education beyond the secondary level but with emphasis on university and college education.

6. Respondents are expected to give their own perceptions, reacting primarily in the context of their own level of operation and drawing on their knowledge and experiences in the area of coordination with which they are most familiar.

7. Although respondents are expected to answer all questions, there may be a few instances where NO OPINION is an appropriate answer. This can be indicated by leaving a blank response or not circling any choice.

PLEASE COMPLETE BEFORE PROCEEDING

Indicate the province and the level with which you identify primarily and hence will use as your reference in completing this questionnaire. CIRCLE ONE ONLY

A. PROVINCE

1. New Brunswick
2. Nova Scotia
3. Prince Edward Island 1 2 3

B. LEVEL OF REFERENCE

1. Government
2. Coordinating Agency
3. Institutions 1 2 3

C. POSITION
(Provide any further clarification that helps to define your position. Circle more than one, if applicable.)

1. Former agency member
2. Present agency member
3. University administration
4. College/Institute administration
5. Faculty member
6. Government official (education)
7. Government official (finance)
8. Other (please specify)_____

_____ 1 2 3 4 5 6 7 8

Your responses are regarded as confidential and anonymity is assured. Data will be used only in aggregate form and no attempt will be made to identify your responses with you or the level you represent.

N.B. A self-addressed envelope has been enclosed for use in the return of the questionnaire.

A. DEVELOPMENT: FROM PROVINCIAL TO REGIONAL COORDINATION

ANTECEDENT FACTORS. During the sixties provincial governments became more directly concerned and involved with higher education matters and the move to establish more formal structures for coordination was greatly accelerated.

1.1 Indicate to what extent you feel each of these factors contributed to these changes as they apply to your province. CIRCLE YOUR CHOICE.

	None → Major Extent
1. Greater dependence of institutions upon government funds due to increase in costs and demands	1 2 3 4 5
2. Increased pressure from the general public for more effective and efficient use of resources by institutions	1 2 3 4 5
3. Dissatisfication with ad hoc cooperative ventures	1 2 3 4 5
4. Demands from the institutions for a more coordinated approach with longer range budget commitments	1 2 3 4 5
5. Problems surrounding the presence of a fairly large number of universities in an area with limited population and resources	1 2 3 4 5
6. Change in the federal-provincial fiscal arrangements for financing higher education in 1967	1 2 3 4 5
7. Recognition of the role of colleges and universities in the social and economic development of the province	1 2 3 4 5
8. Other (please specify and assess in the same way)	1 2 3 4 5

1.2 Which of the above items in 1.1 in your opinion had the greatest impact? Circle one only. 1 2 3 4 5 6 7 8

EVOLUTION OF THE REGIONAL COMMISSION. In May 1971 the Council of Maritime Premiers announced a decision to form a commission to coordinate post-secondary education in the three Maritime Provinces.

2.1 In your opinion to what extent did each of the following factors or circumstances contribute to this joint action on the part of the Maritime Premiers? Circle your choice.

	None ... Major Extent
1. Failure of the institutions to achieve cooperation and coordination through voluntary means	1 2 3 4 5
2. Failure of the provincial coordination agencies to achieve regional cooperation and coordination through voluntary arrangements	1 2 3 4 5
3. Need for positive action by the three premiers to demonstrate the viability of the newly formed Council of Maritime Premiers	1 2 3 4 5
4. Recognition of the three premiers for the need to control escalating costs and proliferation of programs and services through a regional approach	1 2 3 4 5
5. Desire of the premiers to approach the Federal Government with a plan to finance higher education in the Maritimes based on a regional rationalization	1 2 3 4 5
6. Other (please specify and assess in the same way)	1 2 3 4 5

2.2 Which of the above items in 2.1 had the greatest impact in your opinion? Circle only one. 1 2 3 4 5 6

2.3 To what extent do you feel the following were responsible for articulating the demand for regional coordination of higher education in the Maritime Provinces?

	None → Major Extent
	1 2 3 4 5
1. Association of Atlantic Universities	1 2 3 4 5
2. Chairmen of the three coordination agencies, acting jointly	1 2 3 4 5
3. Provincial Royal Commission studies on higher education	1 2 3 4 5
4. Maritime Union Study	1 2 3 4 5
5. Government policy-makers at the provincial level	1 2 3 4 5
6. Government policy-makers at the federal level	1 2 3 4 5
7. Other (please specify and assess in the same way)	1 2 3 4 5

2.4 Which of the above in 2.3 was most influential in bringing this about? Circle one only. 1 2 3 4 5 6 7

2.5 To what extent do you believe representatives from the following levels or sectors in your province were supportive of the proposal to form a regional coordinating agency to replace the provincial arrangements.

1. Government	1 2 3 4 5
2. Coordinating Agency	1 2 3 4 5
3. Institutions	1 2 3 4 5
4. General Public	1 2 3 4 5

	None				Major Extent
	1	2	3	4	5

2.6 How would you describe the extent to which you supported the proposal? 1 2 3 4 5

2.7 In your opinion to what extent was the level that you represent consulted on the following matters pertaining to the regional commission?

1. Desirability and feasibility of the proposal 1 2 3 4 5
2. Draft legislation (purpose, powers, functions, and scope of the commission) 1 2 3 4 5
3. Implementation 1 2 3 4 5

2.8 A coordinating organization may serve in one of at least three of the following roles:

1. An advocate of the interests of the higher education institutions, presenting their ideas and needs to legislature
2. An administrative agency, expert in higher education affairs, recommending decisions to the legislature
3. A mediating mechanism for interaction between the institutions and government, interpreting the interests, needs and goals of one side to another

Based on the operation and performance of your provincial agency, which of these three best describes the way it was perceived by you? Circle only one. 1 2 3

2.9 Which of the above three roles or orientations do you feel the MPHEC will assume in its operation? Circle only one. 1 2 3

B. SPECIFIC TASK AREAS AND EXTENT OF INVOLVEMENT

This section is intended to ascertain perceptions about what changes in agency involvement in specific task areas are expected in each province as a result of the move from a provincial to a regional system of coordination.

3.1 Under the broad headings of Planning, Budget Review, Program Review and Other are listed a number of specific tasks that are commonly associated with these functions.

In Column I indicate the extent to which you perceived your provincial agency to have been involved in each.

In Column II indicate the extent of involvement that you expect the regional agency to have in each area as it will pertain to, and possibly affect your province. Circle your choice in each case

	COLUMN I Provincial Agency Extent of Involvement None 1 2 3 4 5 Major Extent	COLUMN II Regional Agency Expected Extent of Involvement None 1 2 3 4 5 Major Extent
PLANNING		
1. Develop a master plan a) for all sectors of post-secondary education OR	1 2 3 4 5	1 2 3 4 5
b) for the university sector only	1 2 3 4 5	1 2 3 4 5
2. Promote greater cooperation among institutions within the province	1 2 3 4 5	1 2 3 4 5
3. Promote greater interprovincial cooperation among universities in the region	1 2 3 4 5	1 2 3 4 5
4. Support the establishment of regional centres of specialization in high cost, low demand fields	1 2 3 4 5	1 2 3 4 5
5. Establish priorities in long term financing based on what is educationally desirable and politically feasible	1 2 3 4 5	1 2 3 4 5
6. Clarify and reconcile aims and purposes of higher education as seen by government and institutions	1 2 3 4 5	1 2 3 4 5

	COLUMN I Provincial Agency Extent of Involvement None … Major Extent 1 2 3 4 5	COLUMN II Regional Agency Expected Extent of Involvement None … Major Extent 1 2 3 4 5
7. Establish management and information data base for planning	1 2 3 4 5	1 2 3 4 5
8. Use task forces and special reports to develop and explain its plans and policies	1 2 3 4 5	1 2 3 4 5
BUDGET REVIEW		
9. Prepare a financial plan for support based on a) one year commitment OR b) multi-year commitment	1 2 3 4 5 1 2 3 4 5	1 2 3 4 5 1 2 3 4 5
10. Determine the amounts to be allocated to individual institutions from a sum voted by the legislature for operating expenditures	1 2 3 4 5	1 2 3 4 5
11. Review and approve detailed budgets of individual institutions	1 2 3 4 5	1 2 3 4 5
12. Approve grants or loans for the purpose of capital expenditures	1 2 3 4 5	1 2 3 4 5
13. Approve building plans	1 2 3 4 5	1 2 3 4 5
14. Establish a uniform accounting and auditing procedure for all institutions	1 2 3 4 5	1 2 3 4 5
15. Pool requisitions on the purchase and sharing of expensive equipment	1 2 3 4 5	1 2 3 4, 5
16. Provide special grants for experimentation and innovation	1 2 3 4 5	1 2 3 4 5
PROGRAM REVIEW		
17. Approve the establishment of new institutions, schools and branch campuses	1 2 3 4 5	1 2 3 4 5

	COLUMN I Provincial Agency Extent of Involvement None — Major Extent 1 2 3 4 5	COLUMN II Regional Agency Expected Extent of Involvement None — Major Extent 1 2 3 4 5
18. Review and, if necessary, eliminate certain existing programs	1 2 3 4 5	1 2 3 4 5
19. Allocate new programs and functions	1 2 3 4 5	1 2 3 4 5
20. Coordinate major research and public service activities of the institutions	1 2 3 4 5	1 2 3 4 5
21. Review and advise government as to courses of study offered by institutions	1 2 3 4 5	1 2 3 4 5
22. Coordinate programs in the area of adult education and extension offerings	1 2 3 4 5	1 2 3 4 5
23. Coordinate programs funded by federal grants	1 2 3 4 5	1 2 3 4 5
OTHER		
24. Provide for programs of financial and other assistance to students	1 2 3 4 5	1 2 3 4 5
25. Establish uniform policies on admission standards, tuition fees, and transferability	1 2 3 4 5	1 2 3 4 5
26. Establish standard approaches to recruitment and remuneration of academic faculty	1 2 3 4 5	1 2 3 4 5

3.2 Which, if any, of the above twenty-six tasks in your view are more appropriately the responsibility of the provincial government, acting independently of the MPHEC

Tasks numbered: _____

3.3 Which, if any, of the above tasks in your view are more appropriately the responsibility of the institutions acting independently of the MPHEC

Tasks numbered: _____

C. EXPECTATIONS AND RECOMMENDATIONS

4.1 The following is a list of concerns or issues pertaining to the change from a provincial to a regional approach to the coordination of higher education in the Maritime provinces. These have been identified from documents and interviews that have already been analyzed.

In Column I indicate your assessment of each item in terms of its urgent need for action on the part of the Maritime Provinces Higher Education Commission. Circle your choice.

In Column II, as an indicator of the capability of the MPHEC to confront these issues or concerns successfully, rate the potential you perceive the agency to have for each item. Circle your choice.

	COLUMN I Need for Immediate Action Low 1 2 3 4 5 High	COLUMN II Potential for Success Low 1 2 3 4 5 High
1. Gaining credibility and acceptance in the ranks of each provincial government	1 2 3 4 5	1 2 3 4 5
2. Defining its decision making role in relation to the Council of Maritime Premiers	1 2 3 4 5	1 2 3 4 5
3. Establishing formal consultation and communication links with the institutions	1 2 3 4 5	1 2 3 4 5
4. Developing a master plan for the whole region	1 2 3 4 5	1 2 3 4 5
5. Establishing criteria, formulae and mechanisms for the equitable allocation of funds to institutions across the region	1 2 3 4 5	1 2 3 4 5
6. Articulation and coordination with colleges, institutes and vocational schools across the region	1 2 3 4 5	1 2 3 4 5
7. Defining its role in program coordination in relation to the Association of Atlantic Universities	1 2 3 4 5	1 2 3 4 5
8. Rationalizing the development and coordination of higher education for the French-speaking people of the region.	1 2 3 4 5	1 2 3 4 5
9. Developing a strong, independent agency staff knowledgable in college and university affairs	1 2 3 4 5	1 2 3 4 5

	COLUMN I Need for immediate Action Low 1 2 3 4 5 High	COLUMN II Potential for Success Low 1 2 3 4 5 High
10. Resolving interprovincial differences in such areas as equivalence of Grade XII, admissions, mobility and transferability	1 2 3 4 5	1 2 3 4 5
11. Other (please specify and assess in the same way)		
	1 2 3 4 5	1 2 3 4 5

4.2 Under the headings that appear below indicate what changes, if any, you would advocate in the structure and process of coordination for the Maritime region by the Maritime Provinces Higher Education Commission.

1. Overall Structure of the System (Relationship of the Commission to the Council of Maritime Premiers, the provincial governments and the institutions)

2. Scope (Sectors and institutions to be placed under the jurisdiction of the Commission)

3. Powers (More or less advisory or regulatory, and in what areas)

4. Membership (Appointed or elected; by whom; what representation; what majority)

5. Organization (Staffing, advisory sub-systems, etc.)

6. Operating Procedures (Open or closed meetings, use of consultants, etc.)

7. Other changes

Thank you for your cooperation.

APPENDIX D

CORRESPONDENCE CONCERNING QUESTIONNAIRE DATA COLLECTION

February 10, 1975.

To Government, Agency and Institution Officials Representing
the Higher Education Community of the Maritime Region

Dear Sir:

I am a doctoral student at the University of Alberta, on leave from a teaching position at Memorial University of Newfoundland. My area of specialization is higher education and, in particular, the coordination of higher education systems in Canada.

For my dissertation I am currently engaged in a study of the development and coordination of the higher education system in Atlantic Canada as it evolved through the sixties under provincial coordinating agencies to the present network under the Maritime Provinces Higher Education Commission.

The study covers as major topics (1) the structure and process of cooperation and coordination at government, agency and institutional levels, (2) views on the relationships within and between these levels and (3) significant events and issues relevant to the development of the present system.

Thus far data has been compiled from an analysis of documents and from a series of interviews conducted last November. Representatives from the Departments of Education, the past and present agencies concerned with coordination, and the membership of the Association of Atlantic Universities have all been highly supportive and cooperative in the first two phases of data-gathering.

As a present or former representative from one of these levels (government, coordinating agency or institution) your assistance is now being sought in the third and perhaps most important phase--the completion of a questionnaire. All data gathered by this questionnaire will be anonymous.

Your contribution in combination with others is viewed as a most essential component of this study and, to a large degree, will determine how useful it is in helping to bring about a better understanding of the higher education community in the Atlantic region.

Your early response would therefore be greatly appreciated so that the study may be completed on schedule.

Yours sincerely,

Claude R. Clarke

February 28, 1975.

To Government, Agency and Institution Officials Representing
the Higher Education Community of the Atlantic Region

Dear Sir:

A short time ago a questionnaire on the subject of Coordination of Higher Education in Atlantic Canada was forwarded to you.

If you have already completed and returned your copy, then I would like to thank you for your prompt response.

If you did not receive a copy or for some reason would like another one, please let me know. It will be sent to you immediately.

As you are aware, disruptions in the mail service are posing some problems at present and there are indications that it will get worse. I am therefore anxious about getting all the returns in as quickly as possible.

In a study such as this with a small population to survey, a high rate of return is needed to make the data meaningful. Every response is significant and essential to the success of the study. If your questionnaire has not yet been completed, I ask you sincerely to consider this request and respond as soon as you can.

Yours truly,

Claude R. Clarke

APPENDIX E

MARITIME PROVINCES HIGHER EDUCATION COMMISSION ACT

MARITIME PROVINCES HIGHER EDUCATION COMMISSION ACT

(New Brunswick)

(Note: Similar Acts, with only minor modifications, were passed by the Legislatures of Nova Scotia and Prince Edward Island)

MARITIME PROVINCES HIGHER EDUCATION COMMISSION ACT

Assented to June 7, 1973.

Her Majesty, by and with the advice and consent of the Legislative Assembly of New Brunswick, enacts as follows:

1. In this Act

"Chairman" means the Chairman of the Commission;

"Commission" means the Maritime Provinces Higher Education Commission established under section 2;

"Council" means the Council of Maritime Premiers;

"institutions" means the several post-secondary educational institutions listed from time to time in Schedule A;

"higher education" means the education and training provided in or by the several institutions listed from time to time in Schedule A;

"Provinces" means the Provinces of New Brunswick, Nova Scotia and Prince Edward Island;

"region" means the area comprised of the Provinces of New Brunswick, Nova Scotia and Prince Edward Island;

"universities" means the several institutions listed from time to time in Part 1 of Schedule A.

COMMISSION

2. The Council shall establish a body to be known as the Maritime Provinces Higher Education Commission consisting of a Chairman and fifteen additional members.

3. The Council shall appoint the Chairman for a term of five years but may remove him for cause at any time.

4. (1) The Council shall appoint the fifteen additional members as follows:

(a) five from among the nominees submitted pursuant to subsection (2) of section 5;

(b) five from among senior public officials and the executive heads of non-university institutions; and

(c) five from the public at large.

(2) At least one of the members appointed under each of clauses (a), (b) and (c) of subsection (1) shall be drawn from each of the Provinces of New Brunswick, Nova Scotia and Prince Edward Island.

(3) No two persons appointed under clause (a) of subsection (1) may be drawn from the same educational institution.

5. (1) There shall be a nominating committee consisting of

(a) the executive heads of the universities; and

(b) one representative appointed by the Senate or equivalent

academic body of each university,

which committee shall nominate persons for appointment under clause (a) of subsection (1) of section 4 and subsection (3) of this section.

(2) The nominating committee shall, within two months after this Act comes into force, submit to the Council the names of ten persons, and the members appointed under clause (a) of subsection (1) of section 4 shall be selected from such nominees.

(3) Where a vacancy occurs among members appointed under clause (a) of subsection (1) of section 4 the nominating committee shall submit to the Council the names of two persons and the Council shall, subject to section 4, appoint one of such persons to fill the vacancy for the balance of the term of the member replaced.

(4) At least sixty days before the expiration of the term of a member appointed under clause (a) of subsection (1) of section 4, or under subsection (3), the nominating committee shall submit to the Council the names of two persons and the Council shall, subject to section 4, appoint one of such persons to take office on the expiration of such term.

6. Where a vacancy occurs among the members appointed under clause (b) or (c) of subsection (1) of section 4 the Council may, subject to section 4, appoint a person to fill the vacancy

(a) for the balance of an unexpired term, or

(b) for a new term where the vacancy resulted from expiration of a term.

7. A member of the Commission, other than the Chairman, shall hold office for three years from the date of his appointment, except that in the case of members first appointed under each of clauses (a), (b) and (c) of subsection (1) of section 4, one shall be appointed for two years, two shall be appointed for three years and two shall be appointed for four years.

8. A vacancy in the membership of the Commission shall not impair the right of the remaining members to act so long as at least nine members, including at least two members drawn from each of the three Provinces, hold office.

9. A retiring Chairman or other member is eligible for reappointment to the Commission.

10. The Chairman and other members of the Commission shall be paid such remuneration as may be determined by the Council and such actual and reasonable expenses as are incurred by them in the discharge of their duties.

PURPOSE

11. The purpose of the Commission is to assist the Provinces and the institutions in attaining a more efficient and effective utilization and allocation of resources in the field of higher education in the region.

DUTIES

12. The duties of the Commission are, in or after consultation with the institutions and other parties involved,

(a) to advise the Council with respect to existing needs in the field of higher education in the region;

(b) to formulate plans for the future structure and development of higher education in the region, including an assessment of the cost of implementing such plans;

(c) to make recommendations to the Council as to the advisability of establishing or supporting new courses, programmes and institutions, and of terminating support of existing programmes;

(d) to assist and encourage institutions in establishing or continuing co-operative arrangements among themselves;

(e) to encourage and facilitate the establishment of regional centres of specialization in the field of higher education;

(f) to facilitate the making of arrangements with agencies outside the region to supply higher educational services which are not available in the region or which can be obtained more economically from such agencies;

(g) to recommend to the Council formulas in relation to the respective contributions of funds to be made by the Provinces and to the allocation of such funds among the institutions in the region;

(h) to prepare for the Council annually a comprehensive plan for financing higher education in the region, including provision for financing the operation of the Commission;

(i) to administer the funds paid to it by the Provinces, in accordance with the approved financial plan and formulas respecting allocation;

(j) to recommend to the Council programmes of financial and other assistance to students in the region;

(k) to recommend to the Council additions to or deletions from Schedule A; and

(l) to undertake such other responsibilities within the scope of its purpose as the Council shall assign to it.

POWERS

13. The Commission has all such powers as are necessary for, and ancillary to, the proper performance of its duties, including the powers

(a) to engage staff within the plan of personnel establishment approved by the Council;

(b) to establish advisory committees; and

(c) to enter into contracts where and to the extent that funds have been made available for such purpose.

14. (1) The Commission shall meet at least four times in each year at the call of the Chairman.

(2) Subject to section 8, a majority of the members holding office shall constitute a quorum for the purpose of conducting a meeting provided that at least two members appointed from each province are present at such meetings.

(3) Subject to this Act, the Commission may adopt by-laws respecting its internal organization and the conduct of its business, and may include therein provision for the election or designation of a vice-chairman to act for the Chairman in his absence or disability or when the office of Chairman is vacant.

15. The Chairman is the chief executive officer of the Commission.

FINANCIAL PLANS AND REPORTS

16. (1) The Council shall approve annually a plan for financing higher education in the region, including the operation of the Commission, which shall be submitted to the Lieutenant-Governor in Council.

(2) The plan submitted to the Lieutenant-Governor in Council shall

(a) contain a statement as to the cost-sharing arrangements suggested by the Council for financing higher education and the operation of the Commission; and

(b) indicate the expenditures to be incurred by each Province if the suggested cost-sharing arrangements are adopted.

17. If the financial plan and cost-sharing arrangements suggested therein are approved by the Lieutenant-Governor in Council of New Brunswick, Nova Scotia and Prince Edward Island, there shall be introduced in the Legislature a resolution for appropriations to enable the Province to carry out its obligations under the plan.

18. The Minister of Finance shall pay out of Consolidated Fund

(a) to the Council, such amounts as are appropriated by the Legislature for financing the operation of the Commission; and

(b) to the institutions, either directly or through the Council, such amounts as are appropriated by the Legislature for the benefit of the institutions.

19. (1) The fiscal year of the Commission shall commence on the first day of April in each year and end on the 31st day of March in the year next following.

(2) The accounts of the Commission shall be audited in accordance with the procedure adopted for auditing the accounts of the Council.

(3) The Commission shall, within six months after the end of each fiscal year, submit to the Council a report containing

(a) a review of the Commission's activities during such fiscal year;

(b) statements and recommendations regarding such matters in the field of higher education in the region as the Commission considers advisable; and

(c) the audited financial statements of the Commission for such fiscal year.

(4) The annual report of the Commission shall be tabled in the Legislature within fifteen days after receipt by the Council, or, if the Legislature is not then sitting, within fifteen days after the commencement of the next sitting thereof.

GENERAL AND TRANSITIONAL

20. (1) The Council may recommend to the Lieutenant-Governor in Council the making of additions to or deletions from Schedule A.

(2) If a recommendation made under subsection (1) is approved by the Lieutenant-Governor in Council in the Provinces of New Brunswick, Nova Scotia and Prince Edward Island, the recommended addition or deletion may

be effected by means of complementary orders in council in the three Provinces.

21. (1) The powers and duties of the New Brunswick Higher Education Commission under the *Post-Secondary Education Act* are hereby transferred to the Commission to the extent that they are within the scope of the powers and duties otherwise vested in the Commission by this Act.

(2) The Commission may delegate any of its powers to

(a) the New Brunswick Higher Education Commission in relation to higher education within New Brunswick and in relation to New Brunswick residents who may be outside that province;

(b) the University Grants Committee of Nova Scotia in relation to higher education within Nova Scotia and in relation to Nova Scotia residents who may be outside that province; and

(c) the Prince Edward Island Commission on Post-Secondary Education in relation to higher education within Prince Edward Island and in relation to Prince Edward Island residents who may be outside that province.

(3) The New Brunswick Higher Education Commission shall continue in existence for the purpose only of exercising powers delegated to it under subsection (2) until such time as section 23 of this Act is proclaimed.

22. The rights and obligations of the New Brunswick Higher Education Commission under a certain 7% Sinking Fund Debenture Issue due April 15, 1993 are hereby transferred to, and assumed by, the Province of New Brunswick as represented by the Minister of Finance who shall have full authority to exercise such rights and meet such obligations on behalf of the Province.

23. The *Post-Secondary Education Act*, Chapter 19 of 16 Elizabeth II, 1967, is repealed.

24. This Act or any provision thereof shall come into force on a day to be fixed by proclamation.

SCHEDULE "A"

PART I

Acadia University
Dalhousie University
Mount Allison University
Mount Saint Vincent University
Nova Scotia Technical College
Nova Scotia College of Art and Design
St. Francis Xavier University (Antigonish and Sydney)
St. Mary's University
St. Thomas University
University of King's College
Universite de Moncton and its affiliates (annexes)
University of New Brunswick — Fredericton and St. John
University of Prince Edward Island
Atlantic Institute of Education
Atlantic Theological Institute

PART II

Holland College
Nova Scotia Agricultural College
Nova Scotia Teachers College
College Sainte-Anne
Nova Scotia Land Survey Institute
Maritime Forest Ranger School

APPENDIX F

HISTOGRAMS DEPICTING RELATIVE IMPORTANCE OF DETERMINANT FACTORS INVOLVED IN THE DEVELOPMENT OF REGIONAL COORDINATION

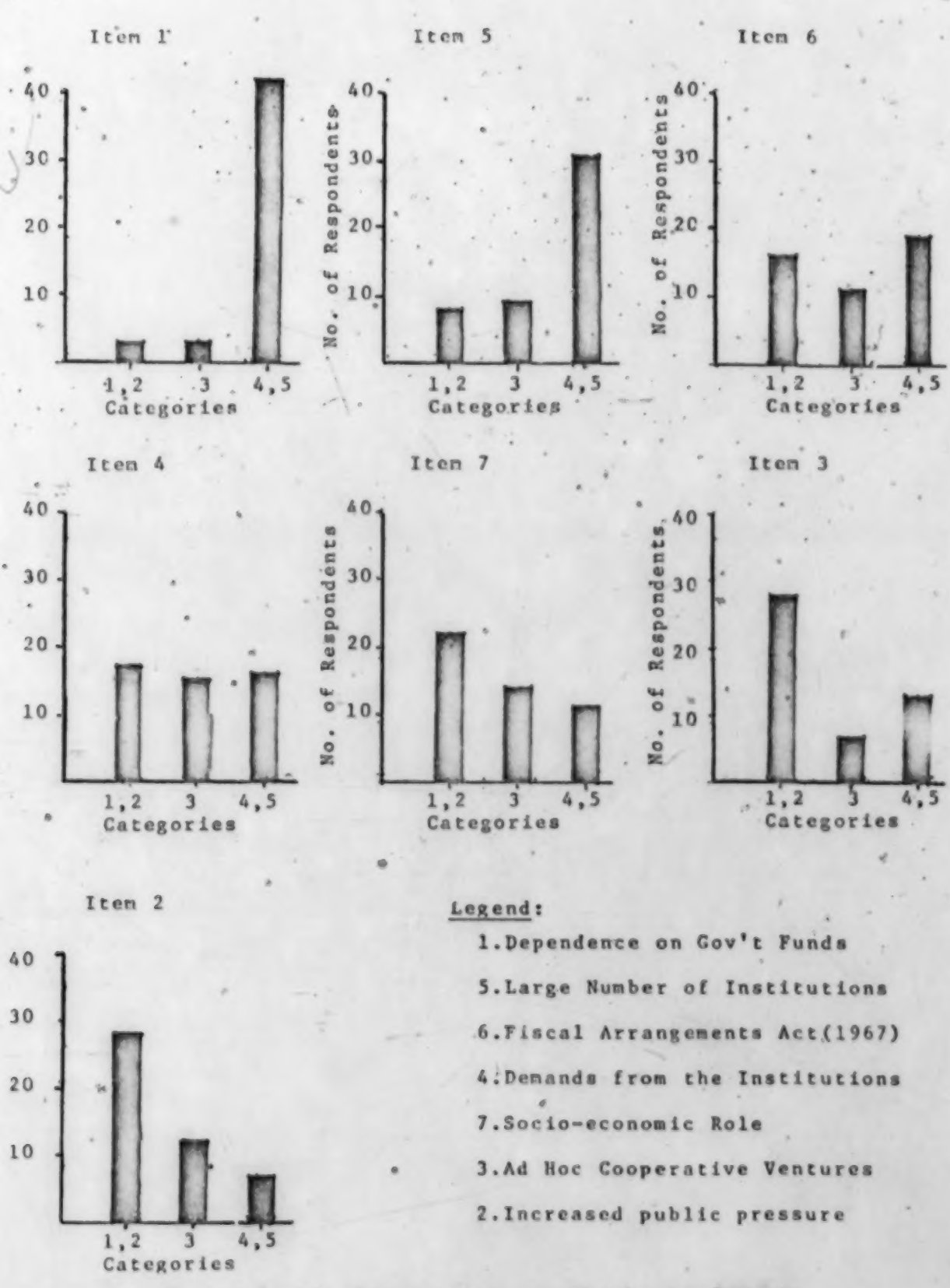


Figure 1 Antecedent Factors in Coordination Developments

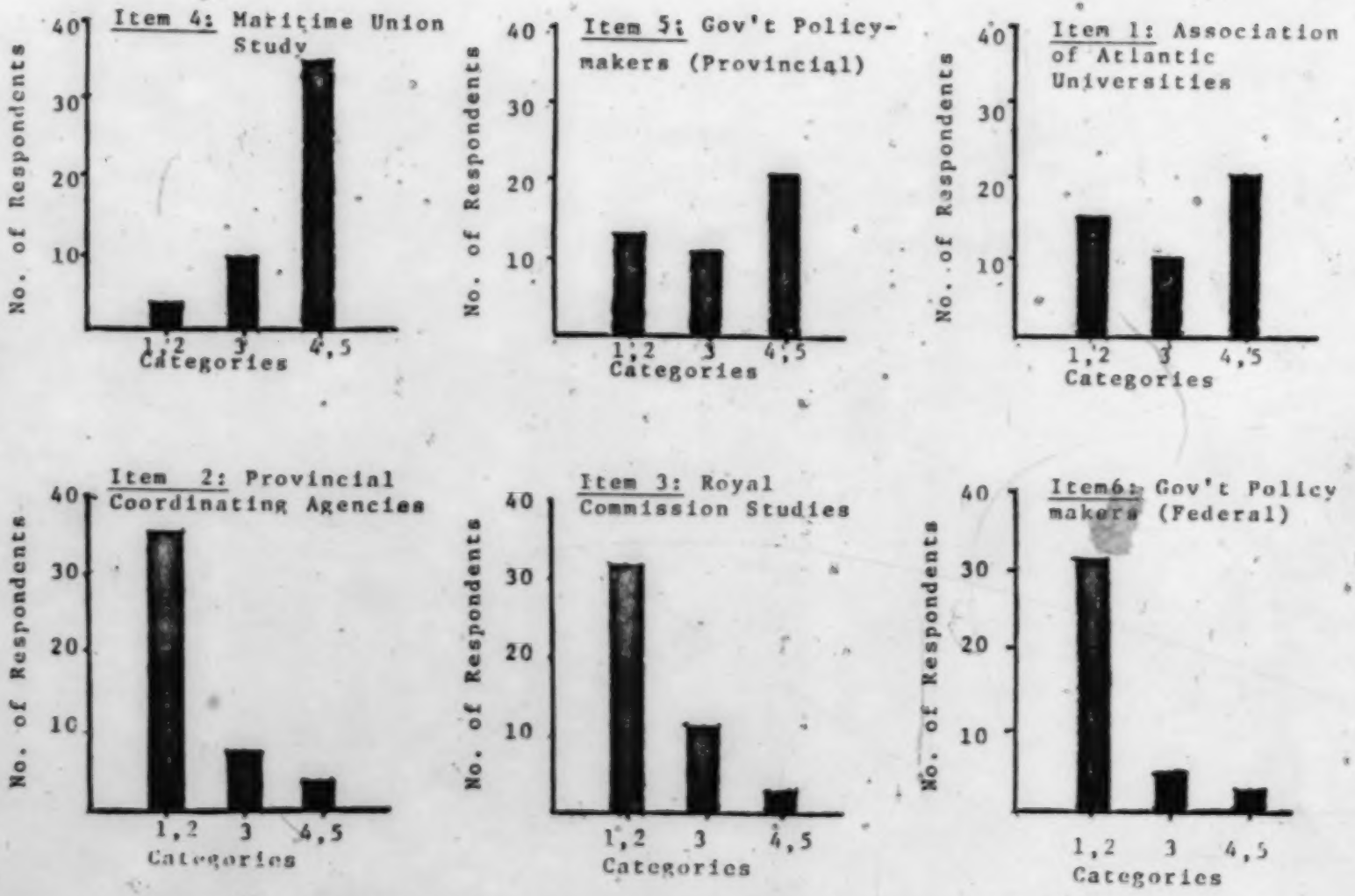


Figure 2. Demand Articulators of Regional Coordination in Higher Education

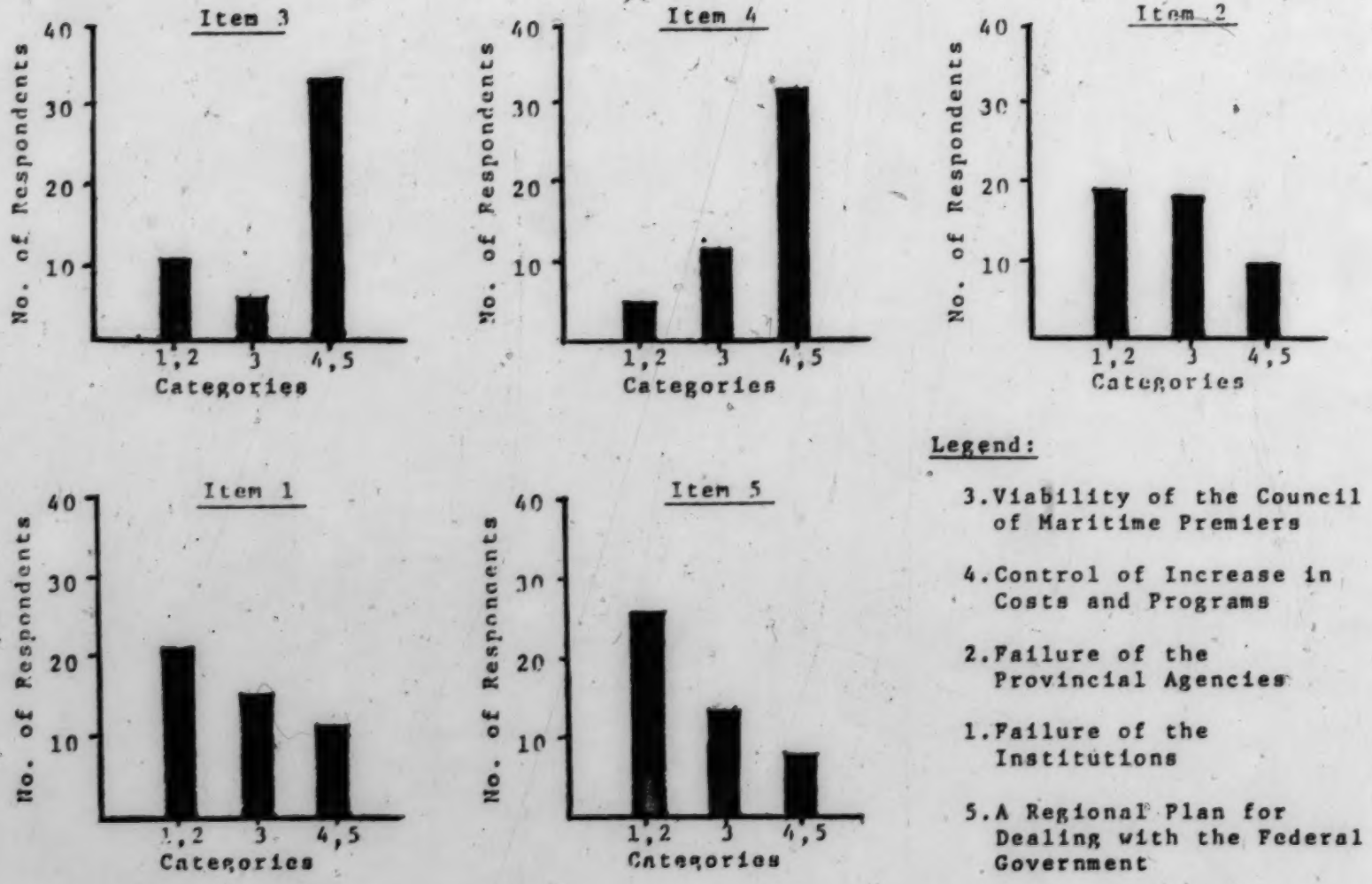


Figure 3 Factors Contributing to the Decision to Create a Regional Commission

APPENDIX G

PERCEPTIONS OF (1) ACTUAL PROVINCIAL AND (2) EXPECTED REGIONAL AGENCY INVOLVEMENT IN TASK AREAS BY LEVEL

Table 28

Perceptions of (1) Actual Provincial and (2) Expected Regional Agency Involvement in Task Areas by Level

Item		1 Gov't N-11	2 Agency N=14	3 Institutions N=23	Total N=48	Group Significantly Different Beyond .05 Level
Planning Activities						
1a. Develop a master plan (all sectors)	(1)	1.86	3.14	2.14	2.32	
	(2)	3.86	4.09	3.22	3.61	
1b. Develop a master plan (university only)	(1)	4.33	2.75	3.31	3.29	
	(2)	3.86	2.89	3.75	3.50	
2. Promote greater provincial cooperation among institutions	(1)	3.30	3.38	3.35	3.34	
	(2)	4.00	3.57	4.04	3.89	
3. Promote greater interprovincial cooperation among institutions	(1)	2.10	2.38	2.20	2.23	
	(2)	4.27	3.64	4.17	4.04	
4. Support establishment of regional centres of specialization	(1)	3.40	2.92	2.85	3.00	
	(2)	4.54	3.78	4.13	4.12	
5. Establish priorities in long-term financing	(1)	3.70	3.46	3.28	3.43	
	(2)	4.09	4.14	4.13	4.12	
6. Clarify aims and purposes	(1)	3.30	3.38	3.00	3.18	
	(2)	3.72	3.92	3.86	3.85	

Table 28 (Continued)

Item		1 Gov't N=11	2 Agency N=14	3 Institutions N=23	Total N=48	Group Significantly Different Beyond .05 Level
7. Establish management and information data base	(1)	3.00	3.00	2.20	2.62	
	(2)	3.63	3.71	3.77	3.70	
8. Use of task forces and special reports	(1)	2.20	2.62	2.38	2.40	
	(2)	3.91	3.71	3.32	3.57	
Budget Review Activities						
9a. Prepare a financial plan (one year)	(1)	4.16	4.33	3.75	4.05	
	(2)	--	--	--	--	
9b. Prepare a financial plan (multi-year)	(1)	4.00	4.11	3.05	3.50	
	(2)	4.09	4.14	4.39	4.25	
10. Determine the amounts to be allocated to institutions for operating expenditures	(1)	4.50	4.23	4.48	4.41	
	(2)	4.45	4.46	4.30	4.38	
11. Review and approve detailed budgets of institutions	(1)	4.20	3.31	3.09	3.40	
	(2)	3.91	3.46	3.43	3.55	
12. Approve grants for capital expenditures	(1)	4.40	4.31	4.52	4.43	
	(2)	4.63	4.07	4.30	4.31	
13. Approve building plans	(1)	3.80	3.61	3.95	3.82	
	(2)	4.54	3.92	4.22	4.21	

Table 28 (Continued)

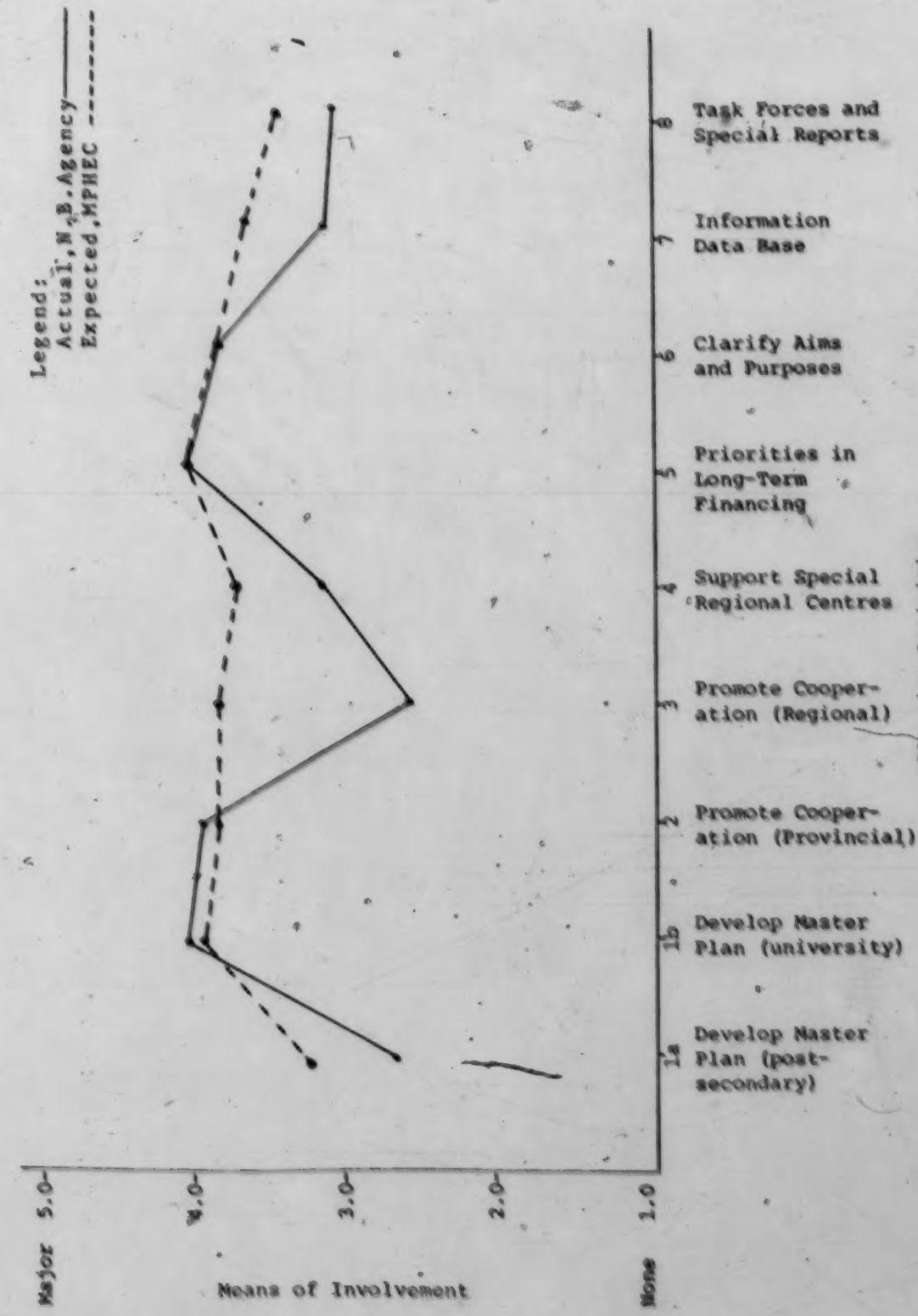
Item		1 Gov't N=11	2 Agency N=14	3 Institutions N=23	Total N=48	Group Significantly Different Beyond .05 Level
14. Establish a uniform accounting and auditing procedure	(1)	2.90	2.92	2.42	2.68	
	(2)	3.60	3.15	3.95	3.65	
15. Pool requisitions on the purchase of expensive equipment	(1)	2.20	2.15	2.10	2.14	
	(2)	3.18	2.92	2.90	2.98	
16. Provide special grants for experimentation and innovation	(1)	2.80	2.23	2.04	2.27	
	(2)	3.91	3.46	3.13	3.40	
Program Review Activities						
17. Approve the establishing of new institutions, schools, campuses	(1)	2.90	3.07	3.52	3.25	
	(2)	4.18	3.69	4.04	3.98	
18. Review and if necessary, eliminate existing programs	(1)	2.50	2.88	2.00	2.23	
	(2)	4.00	3.38	3.34	3.55	
19. Allocate new programs and functions	(1)	2.70	2.69	2.65	2.67	
	(2)	4.18	3.69	3.86	3.89	
20. Coordinate major research and public services activities	(1)	2.30	1.75	1.65	1.83	
	(2)	3.09	2.75	2.45	2.68	
21. Review and advise government about courses of study offered	(1)	2.60	2.53	1.93	2.27	
	(2)	3.73	3.15	2.73	3.08	
22. Coordinate programs in adult education and extension offerings	(1)	1.60	1.92	1.71	1.75	
	(2)	2.63	2.92	2.65	2.72	

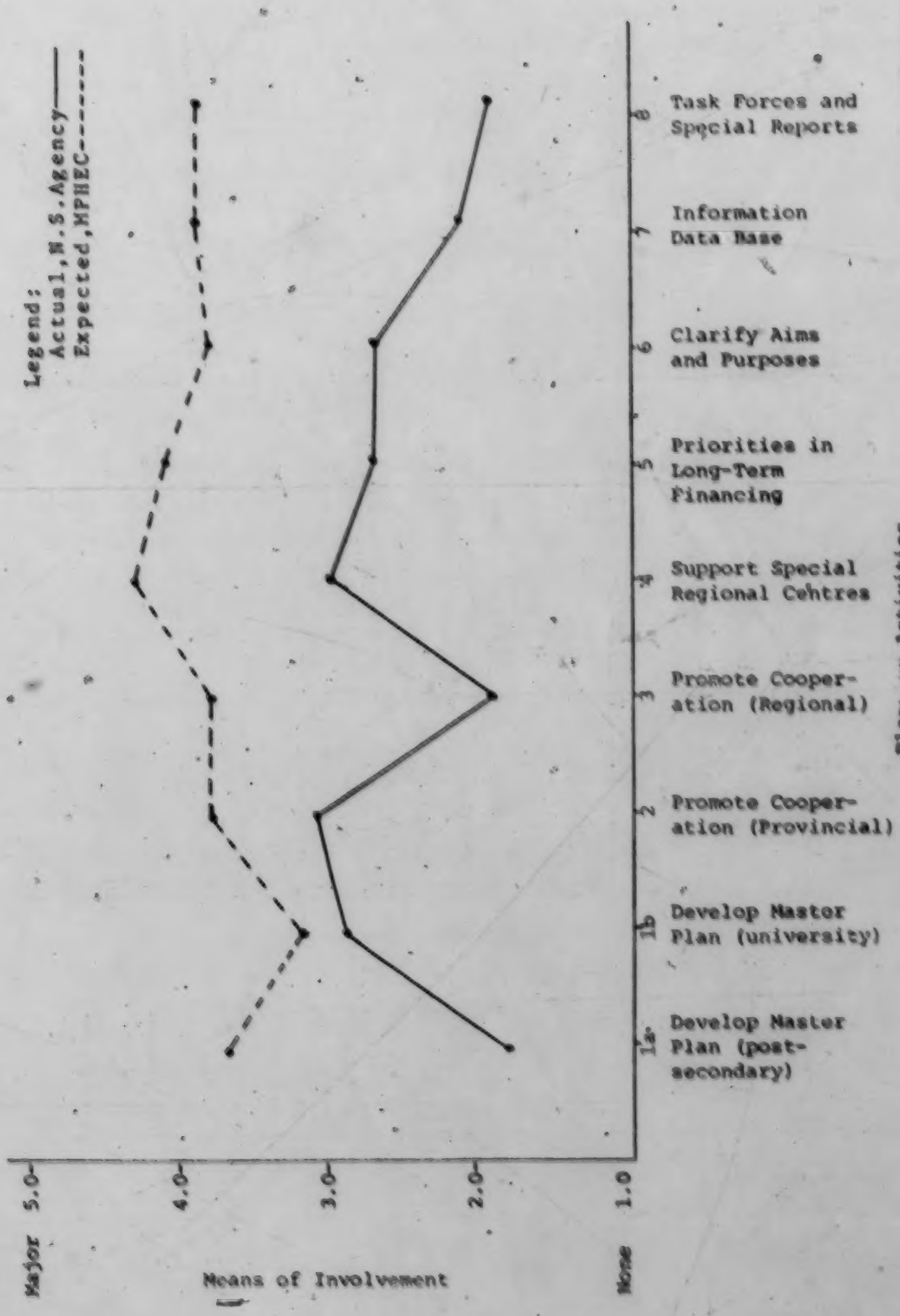
Table 28 (Continued)

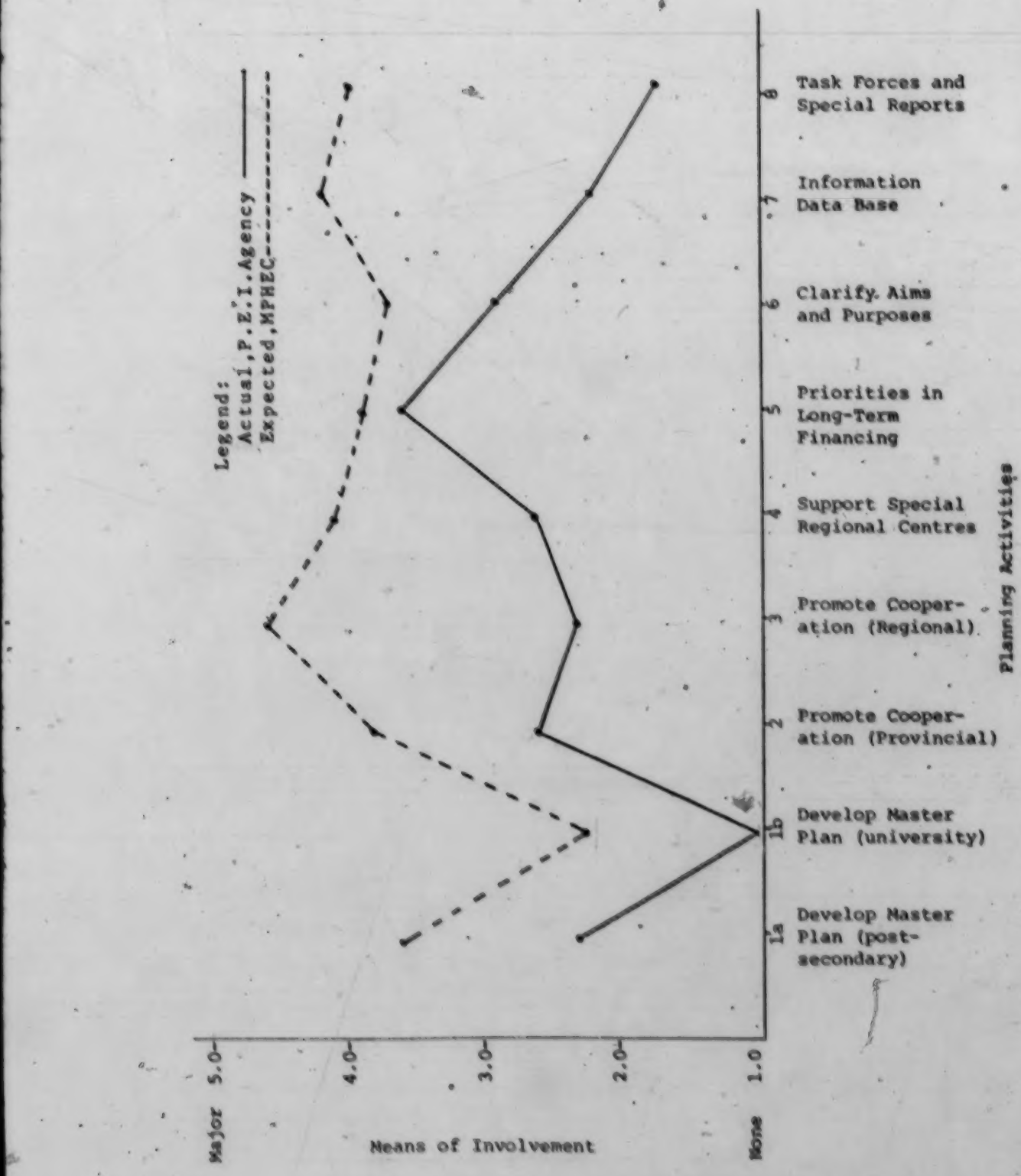
Item		1 Gov't N=11	2 Agency N=14	3 Institutions N=23	Total N=48	Group Significantly Different Beyond .05 Level
23. Coordinate programs funded by federal grants	(1)	2.10	1.76	1.41	1.70	
	(2)	2.90	2.84	2.10	2.52	
Other Activities						
24. Provide programs of financial assistance to students	(1)	1.50	2.38	2.33	2.16	
	(2)	2.91	3.00	3.13	3.04	
25. Establish uniformity on admission, tuition, transferability	(1)	1.80	1.69	1.76	1.75	
	(2)	2.60	3.30	2.73	2.86	
26. Establish uniformity on faculty recruitment and remuneration	(1)	1.30	1.30	1.25	1.28	
	(2)	2.30	2.15	1.95	2.08	

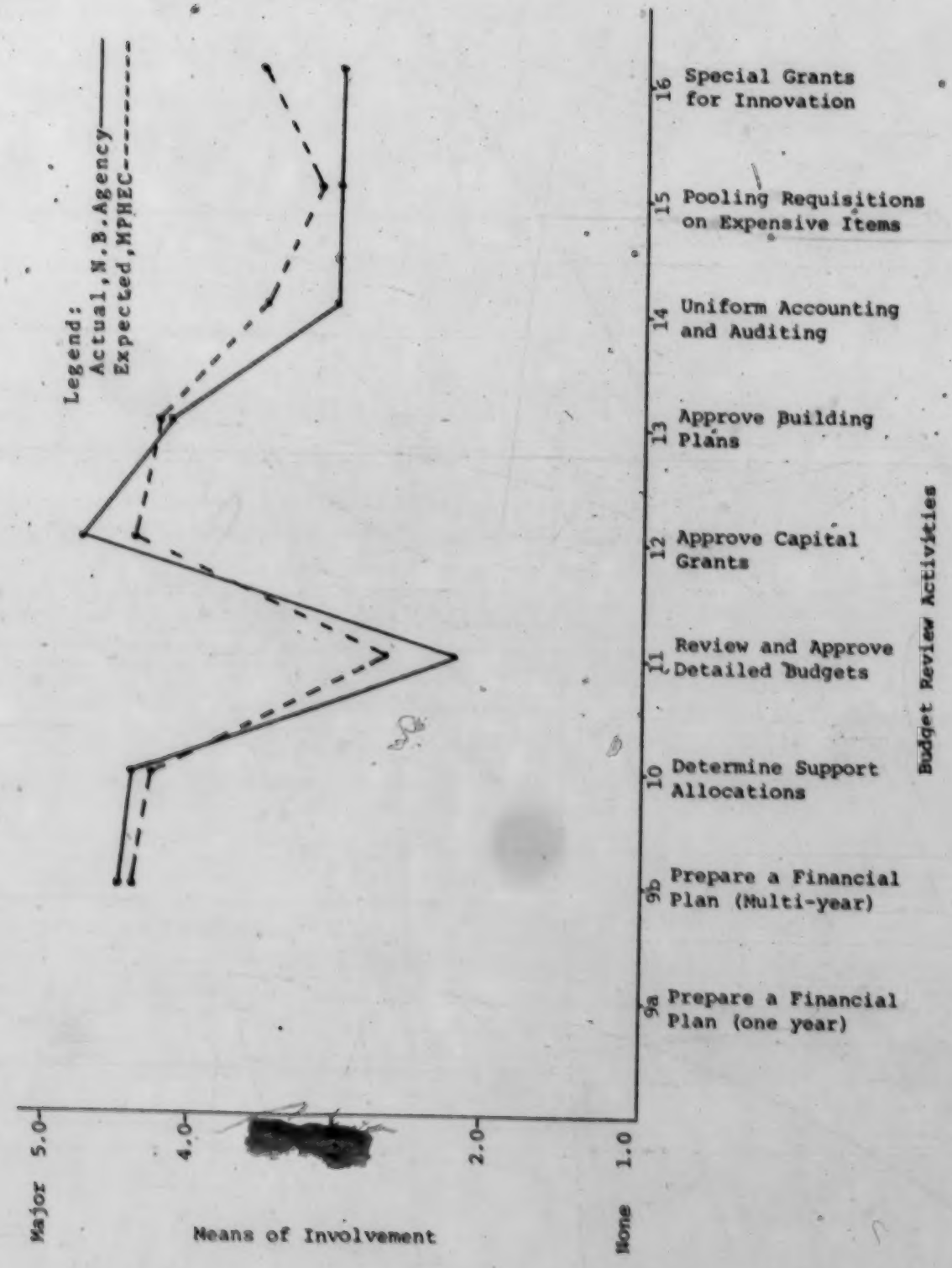
APPENDIX H

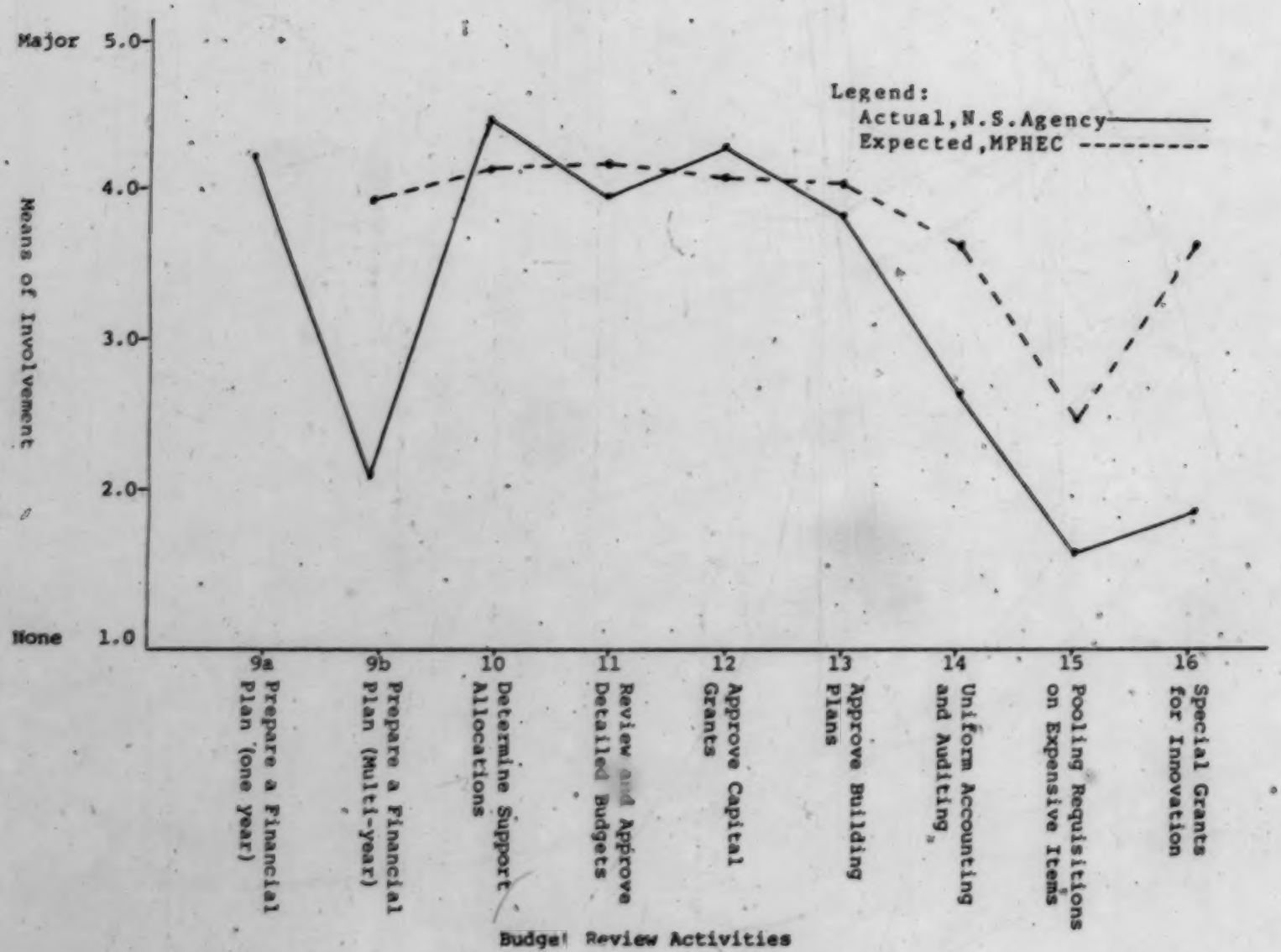
POLYGONS PROVIDING COMPARISONS OF
ACTUAL AND EXPECTED LEVEL OF
INVOLVEMENT BY AGENCIES IN
TASK AREAS BY PROVINCE

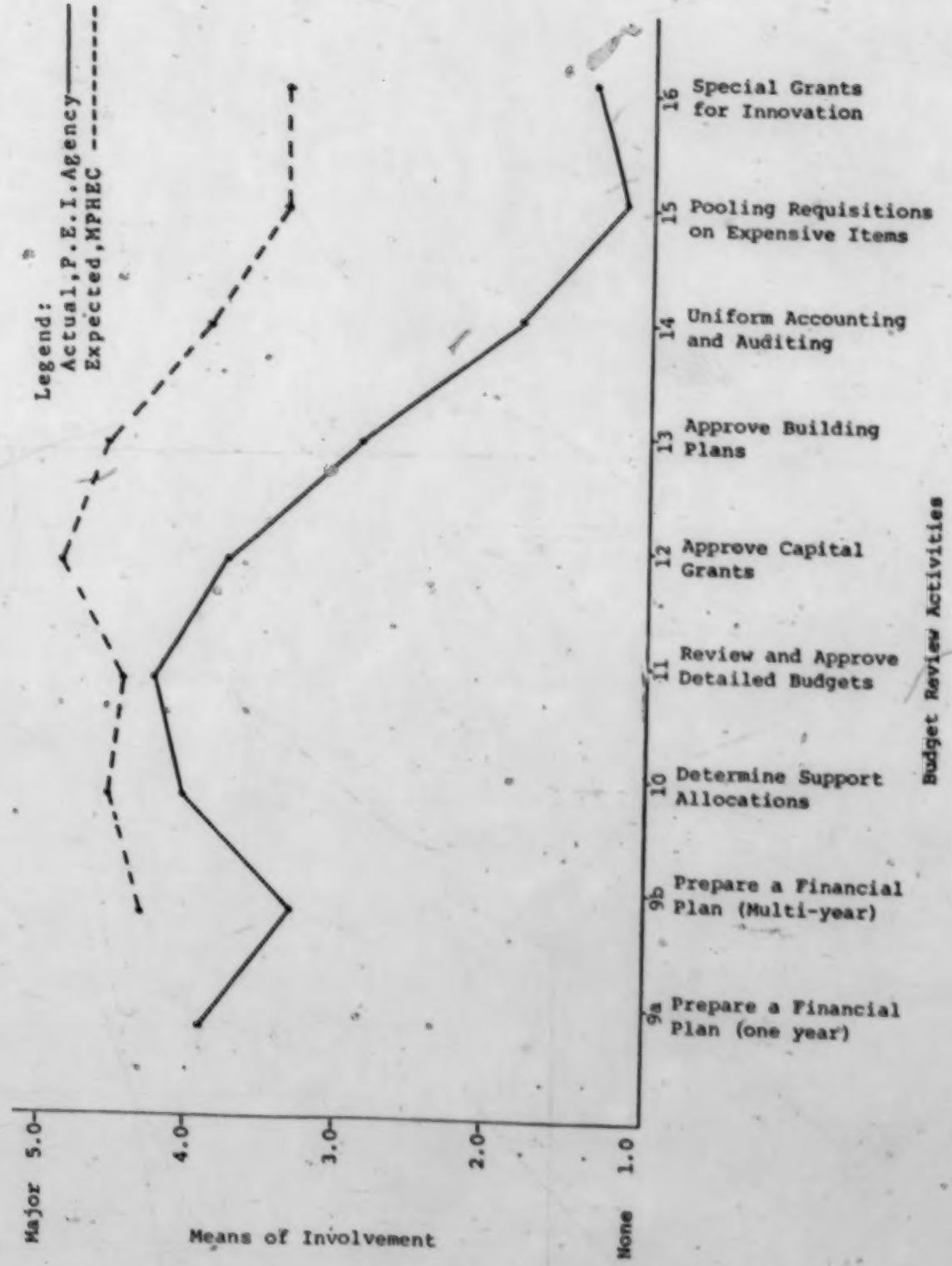

Legend:
Actual, N.B. Agency
Expected, MPHEC
Task Forces and Special Reports
Information Data Base
Clarify Aims and Purposes
Priorities in Long-Term Financing
Support Special Regional Centres
Promote Cooperation (Regional)
Promote Cooperation (Provincial)
Develop Master Plan (university)
Develop Master Plan (post-secondary)
Planning Activities
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement

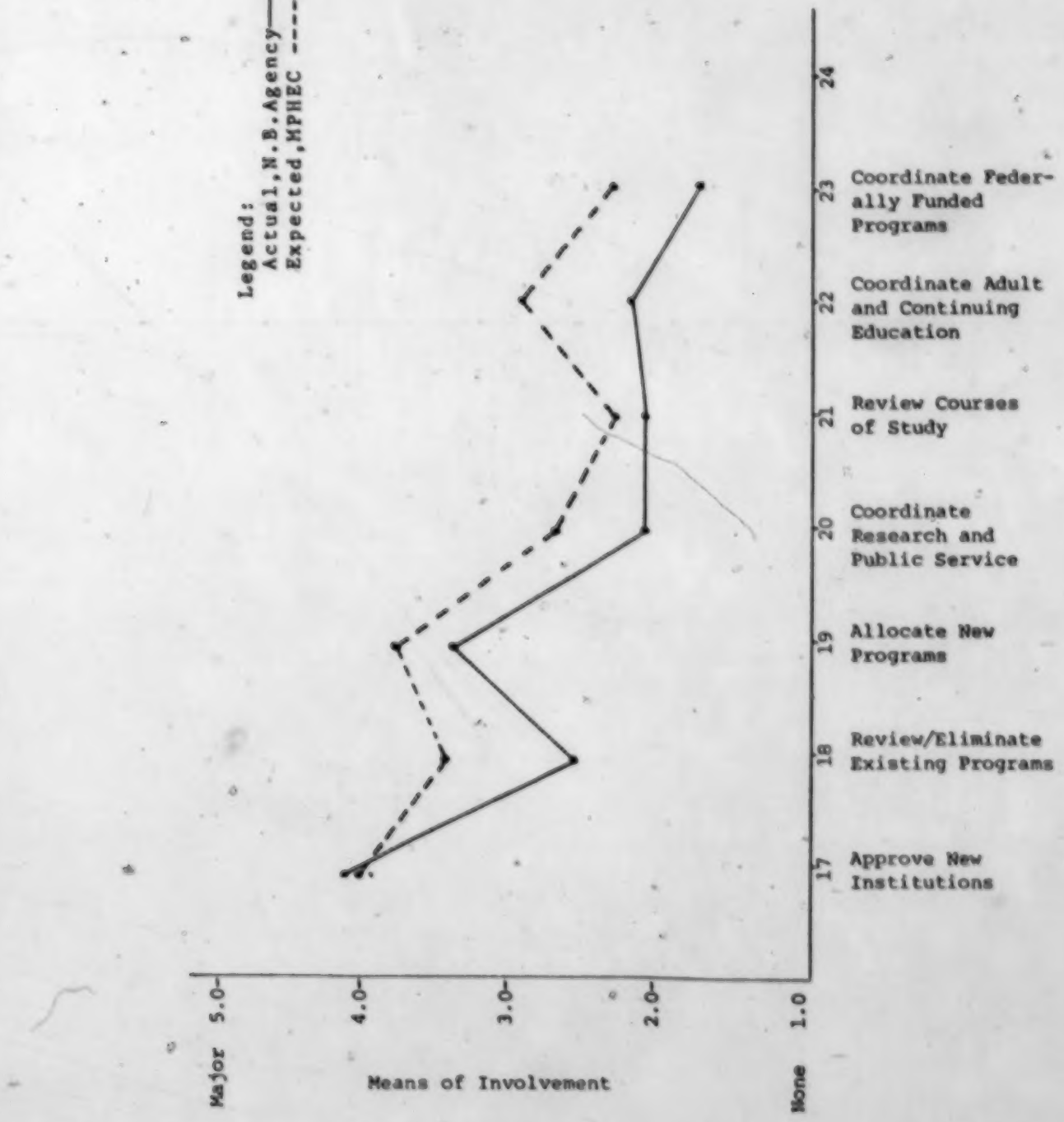

Legend:
Actual, M.S.Agency
Expected, MPHEC
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
1a. Develop Master Plan (post-secondary)
1b Develop Master Plan (university)
2 Promote Cooperation (Provincial)
3 Promote Cooperation (Regional)
4 Support Special Regional Cehtres
5 Priorities in Long-Term Financing
6 Clarify Aims and Purposes
7 Information Data Base
8 Task Forces and Special Reports
Planning Activities

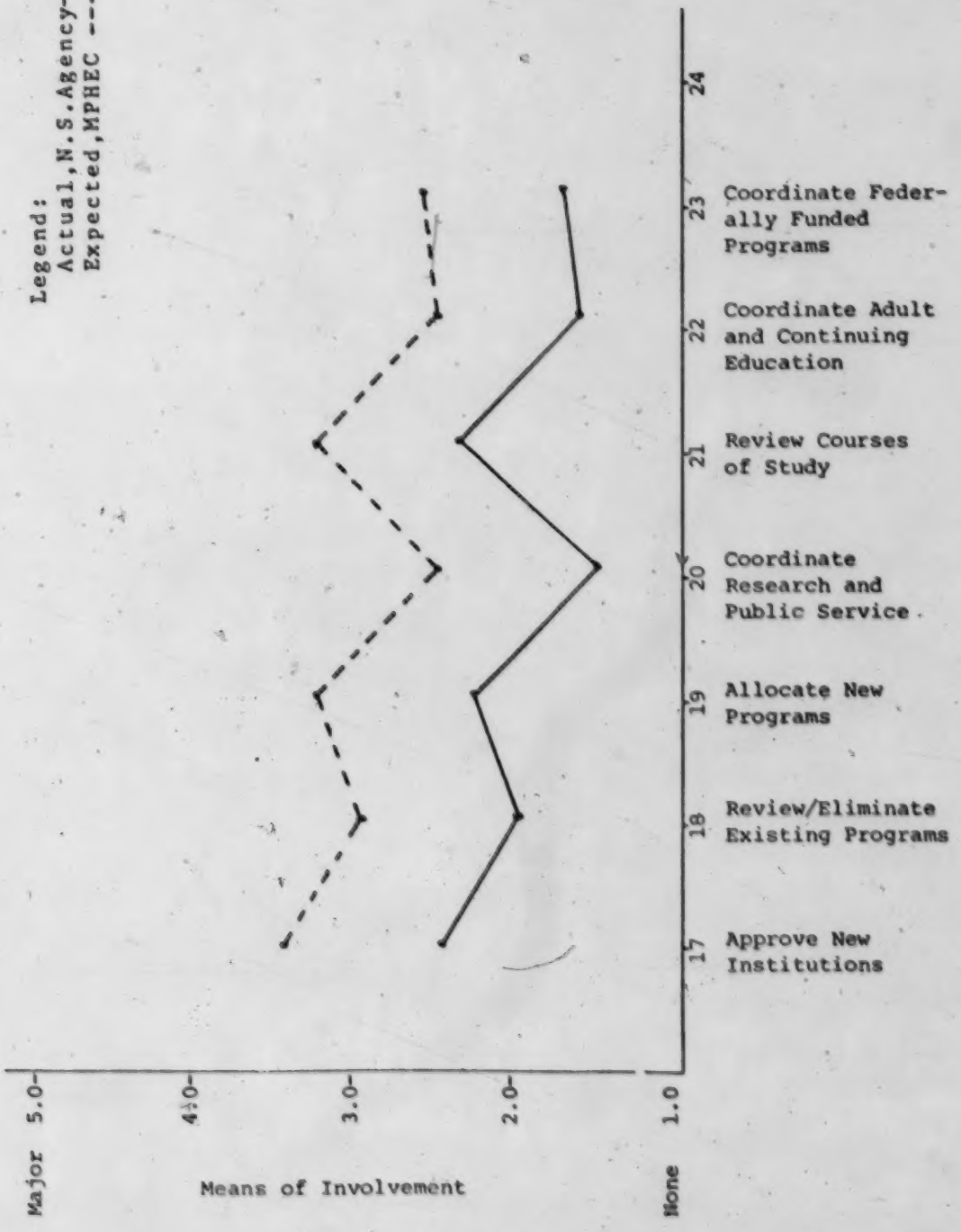

Legend:
Actual, P.E.I. Agency
Expected, MPHEC
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
1a Develop Master Plan (post-secondary)
1b Develop Master Plan (university)
2 Promote Cooperation (Provincial)
3 Promote Cooperation (Regional)
4 Support Special Regional Centres
5 Priorities in Long-Term Financing
6 Clarify Aims and Purposes
7 Information Data Base
8 Task Forces and Special Reports
Planning Activities

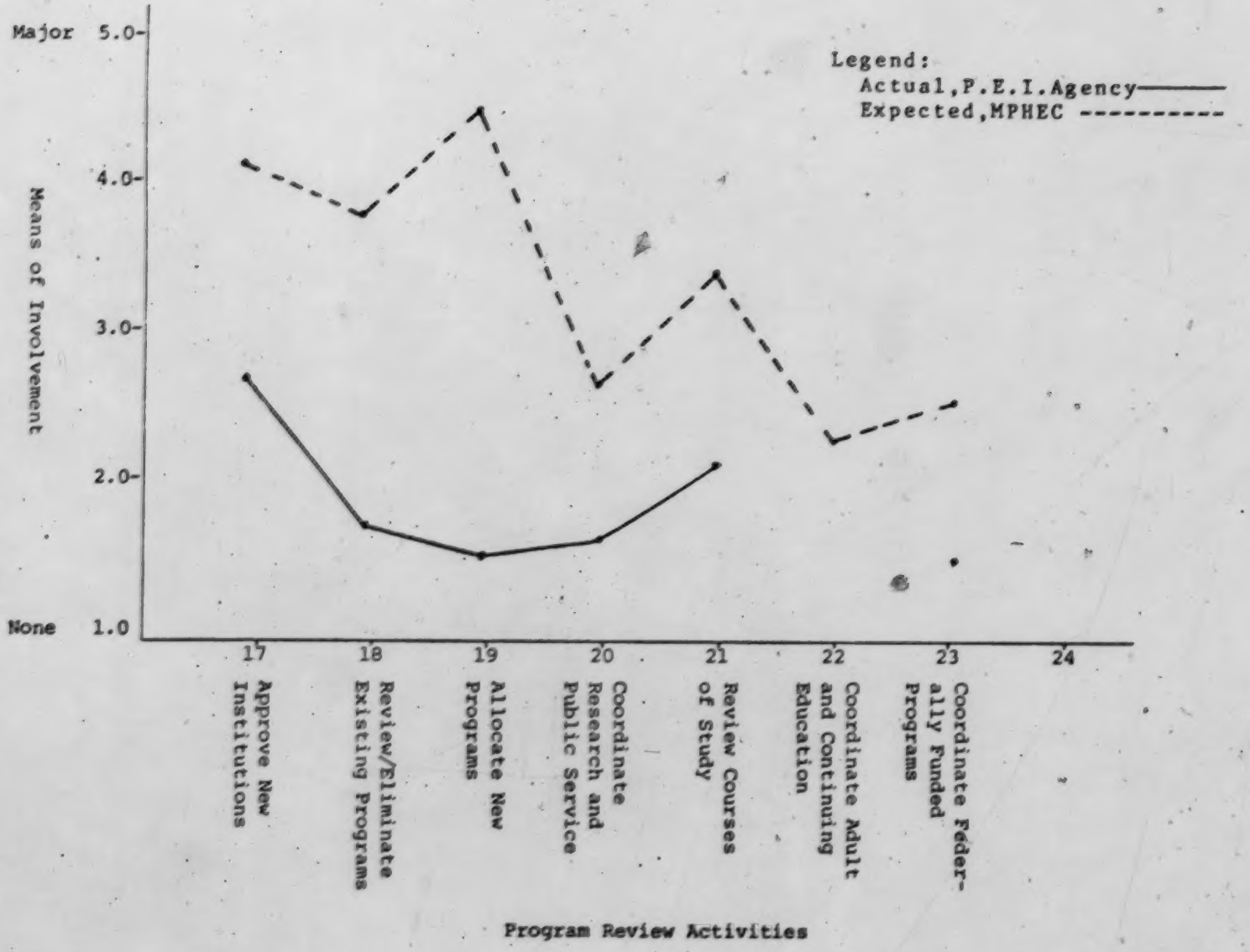

Legend:
Actual, N.B.Agency
Expected, MPHEC
Major 5.0
4.0
2.0
None 1.0
Means of Involvement
16 Special Grants for Innovation
15 Pooling Requisitions on Expensive Items
14 Uniform Accounting and Auditing
13 Approve Building Plans
12 Approve Capital Grants
11 Review and Approve Detailed Budgets
10 Determine Support Allocations
9b Prepare a Financial Plan (Multi-year)
9a Prepare a Financial Plan (one year)
Budget Review Activities

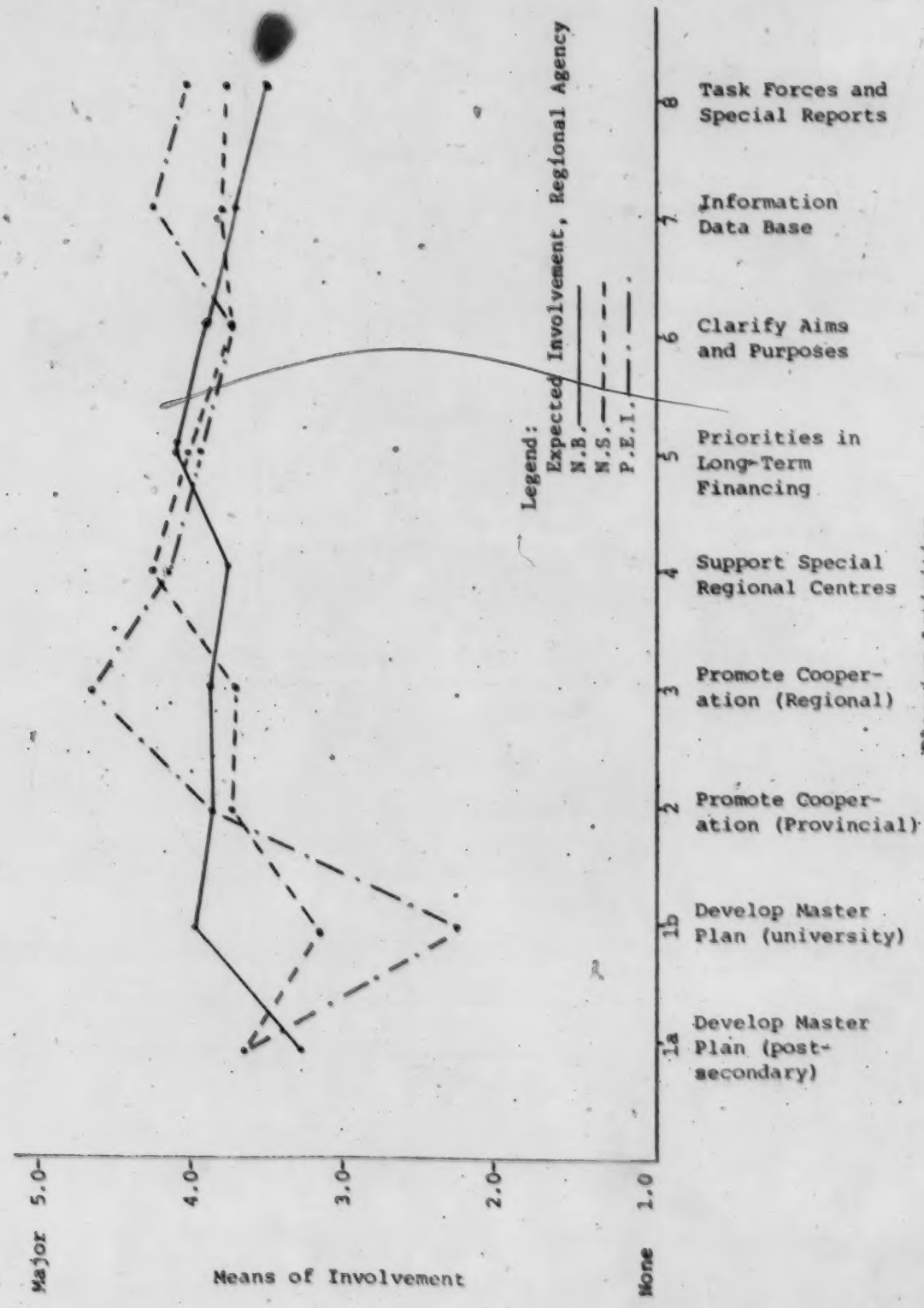

Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
Legend:
Actual, N.S. Agency
Expected, MPHEC
9a Prepare a Financial Plan (one year)
9b Prepare a Financial Plan (Multi-year)
10 Determine Support Allocations
11 Review and Approve Detailed Budgets
12 Approve Capital Grants
13 Approve Building Plans
14 Uniform Accounting and Auditing
15 Pooling Requisitions on Expensive Items
16 Special Grants for Innovation
Budget Review Activities

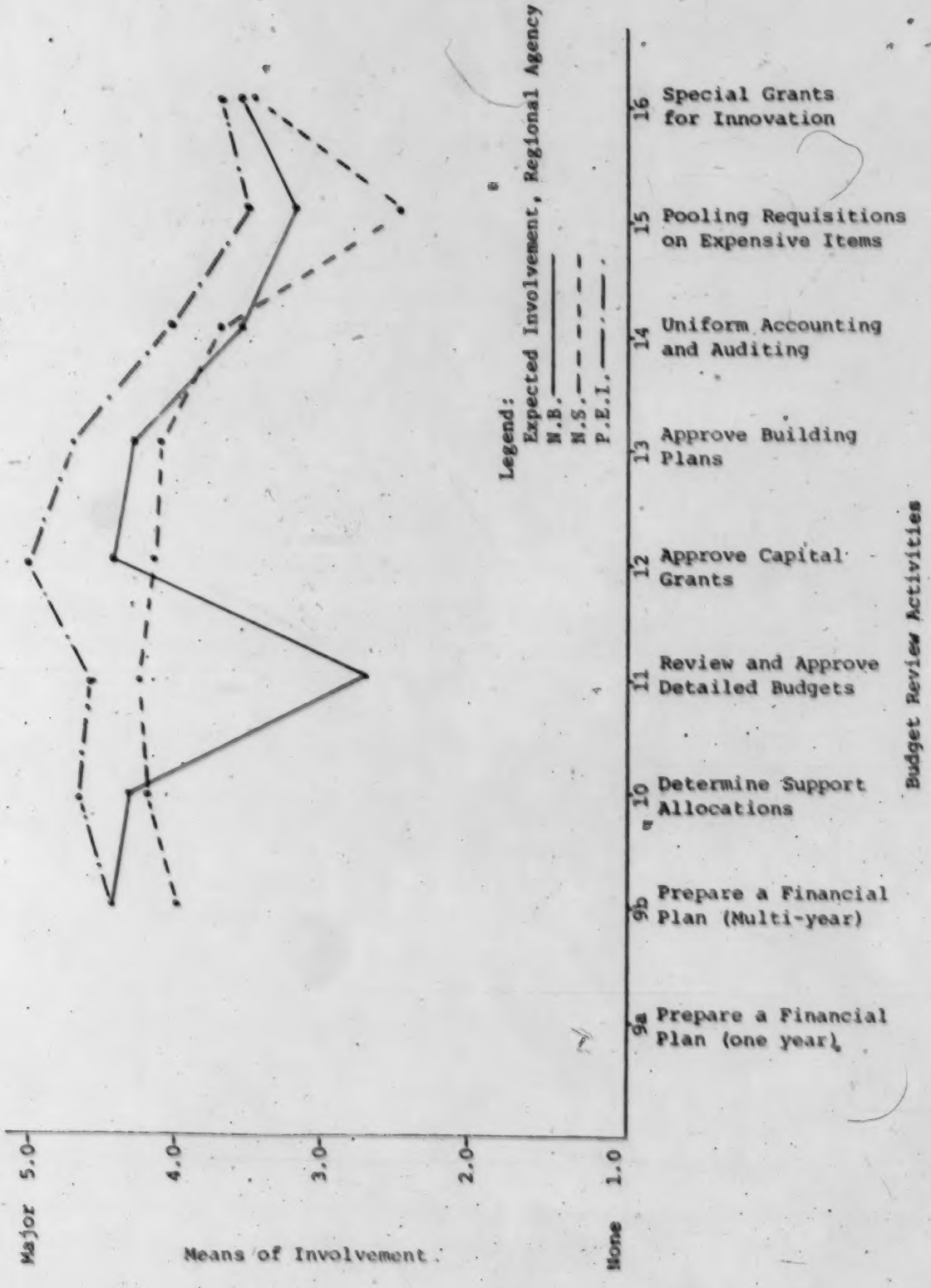

Legend:
Actual, P.E.I. Agency
Expected, MPHEC
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
9a Prepare a Financial Plan (one year)
9b Prepare a Financial Plan (Multi-year)
10 Determine Support Allocations
11 Review and Approve Detailed Budgets
12 Approve Capital Grants
13 Approve Building Plans
14 Uniform Accounting and Auditing
15 Pooling Requisitions on Expensive Items
16 Special Grants for Innovation
Budget Review Activities

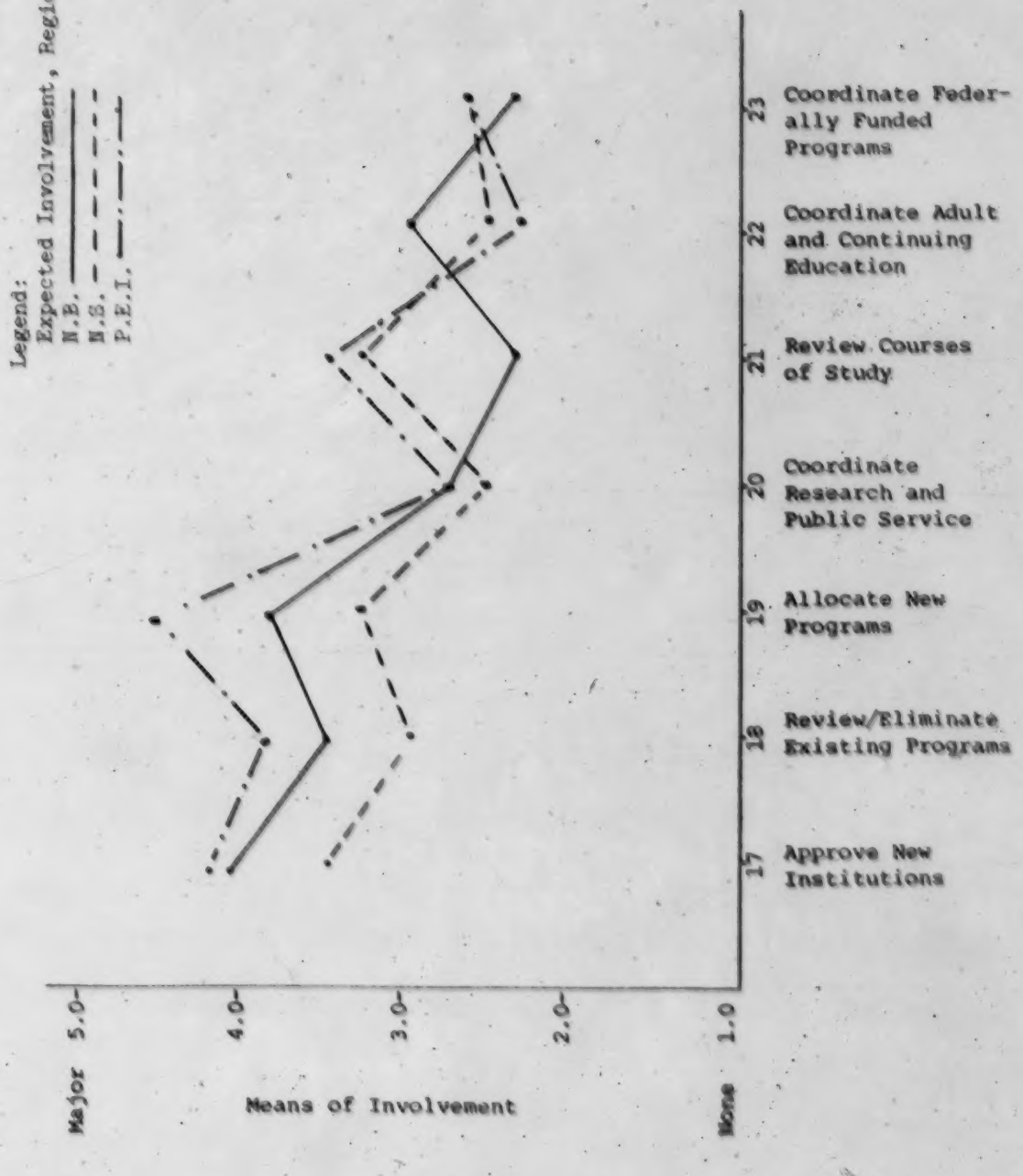

Legend:
Actual, N.B. Agency
Expected, MPHEC
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
17 Approve New Institutions
18 Review/Eliminate Existing Programs
19 Allocate New Programs
20 Coordinate Research and Public Service
21 Review Courses of Study
22 Coordinate Adult and Continuing Education
23 Coordinate Federally Funded Programs
24
Program & ew Activities


Legend:
Actual, N.S. Agency
Expected, MPHEC
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
17 Approve New Institutions
18 Review/Eliminate Existing Programs
19 Allocate New Programs
20 Coordinate Research and Public Service
21 Review Courses of Study
22 Coordinate Adult and Continuing Education
23 Coordinate Federally Funded Programs
24
Program Review Activities


Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
Legend:
Actual, P.E.I. Agency
Expected, MPHEC
17 Approve New Institutions
18 Review/Eliminate Existing Programs
19 Allocate New Programs
20 Coordinate Research and Public Service
21 Review Courses of Study
22 Coordinate Adult and Continuing Education
23 Coordinate Federally Funded Programs
24
Program Review Activities


Legend:
Expected Involvement, Regional Agency
N.B.
N.S.
P.E.I.
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
1a Develop Master Plan (post-secondary)
1b Develop Master Plan (university)
2 Promote Cooperation (Provincial)
3 Promote Cooperation (Regional)
4 Support Special Regional Centres
5 Priorities in Long-Term Financing
6 Clarify Aims and Purposes
7 Information Data Base
8 Task Forces and Special Reports
Planning Activities


Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
Budget Review Activities
9a Prepare a Financial Plan (one year)
9b Prepare a Financial Plan (Multi-year)
10 Determine Support Allocations
11 Review and Approve Detailed Budgets
12 Approve Capital Grants
13 Approve Building Plans
14 Uniform Accounting and Auditing
15 Pooling Requisitions on Expensive Items
16 Special Grants for Innovation
Legend:
Expected Involvement, Regional Agency
N.B.
N.S.
P.E.I.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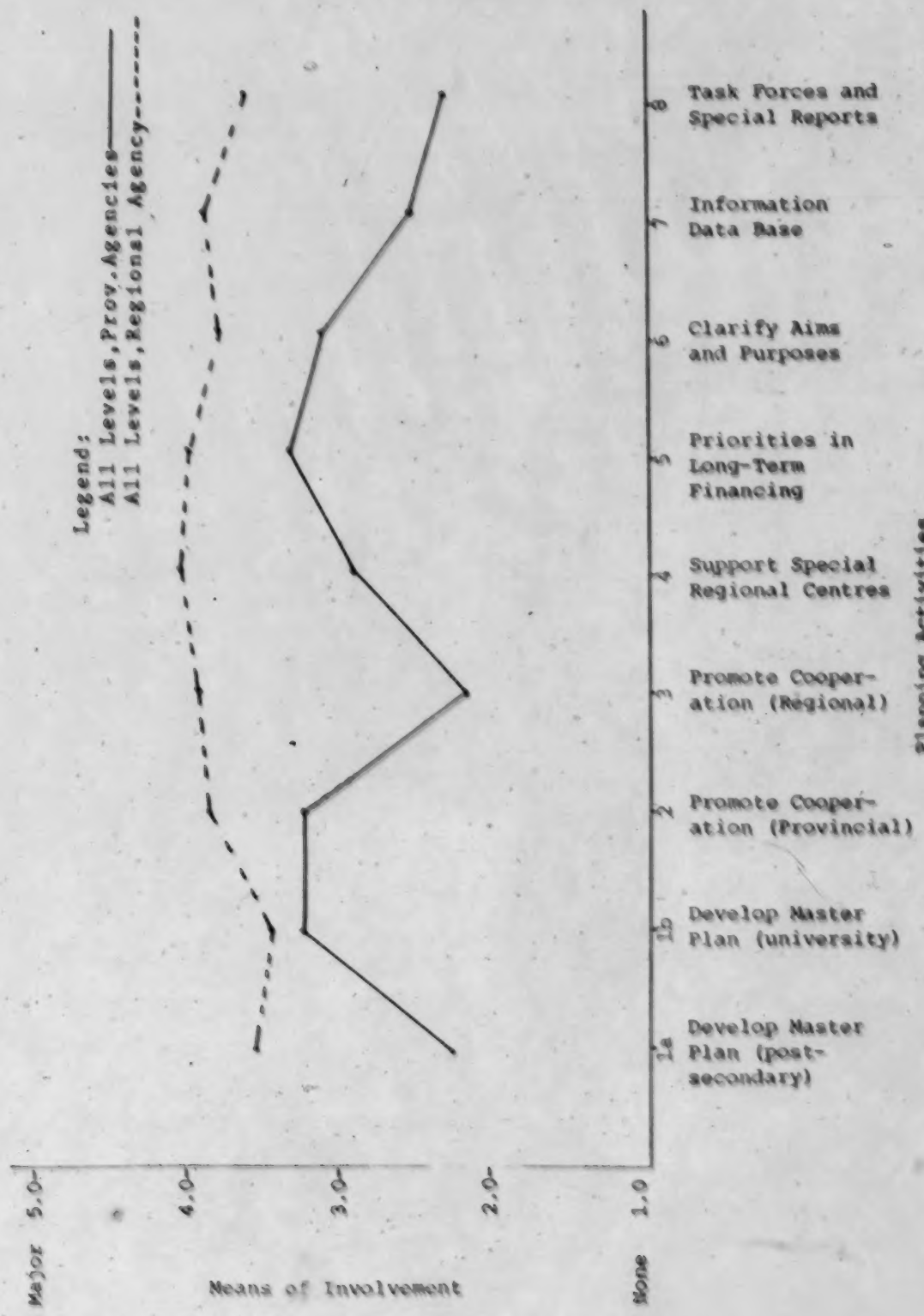
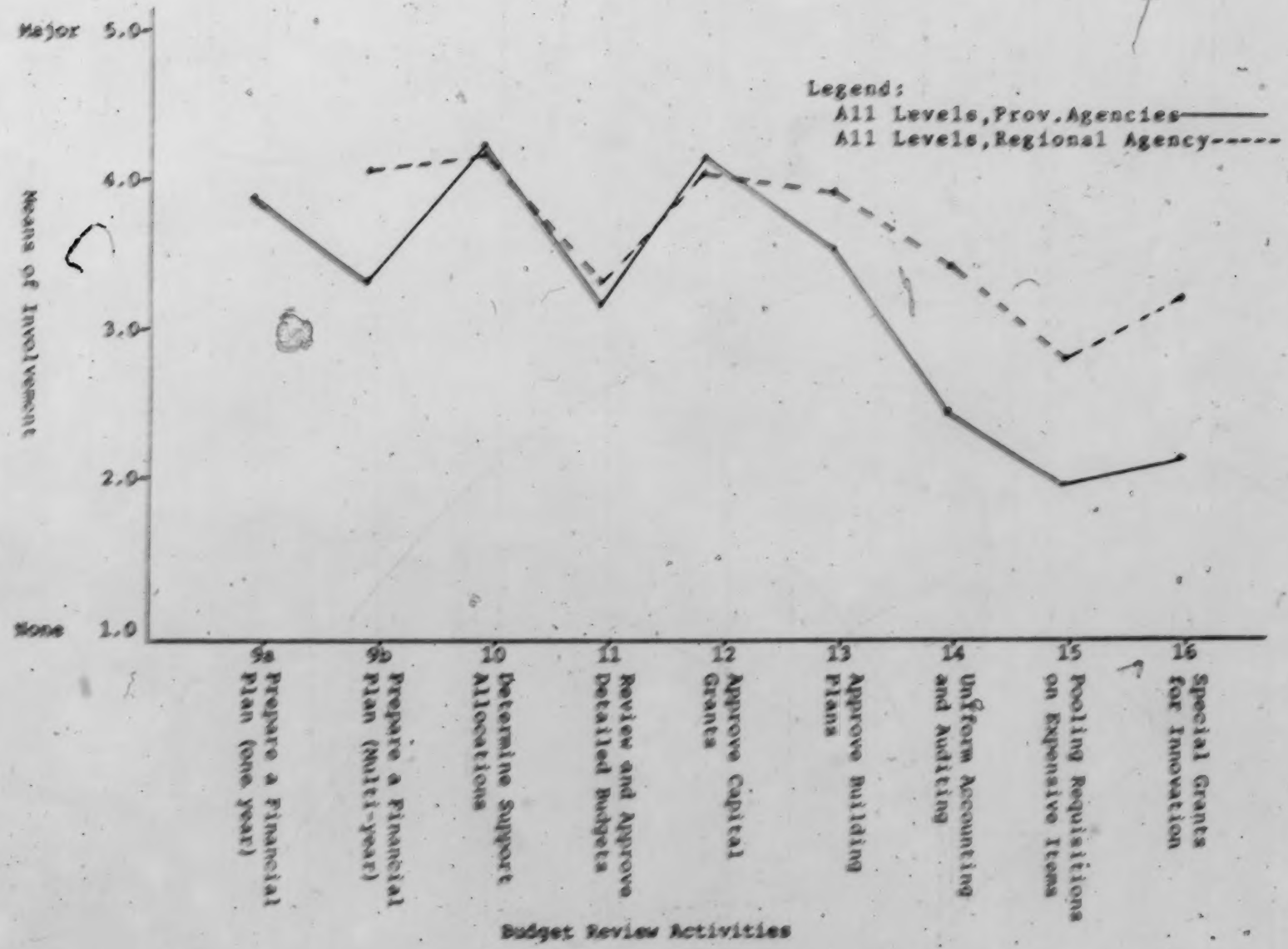
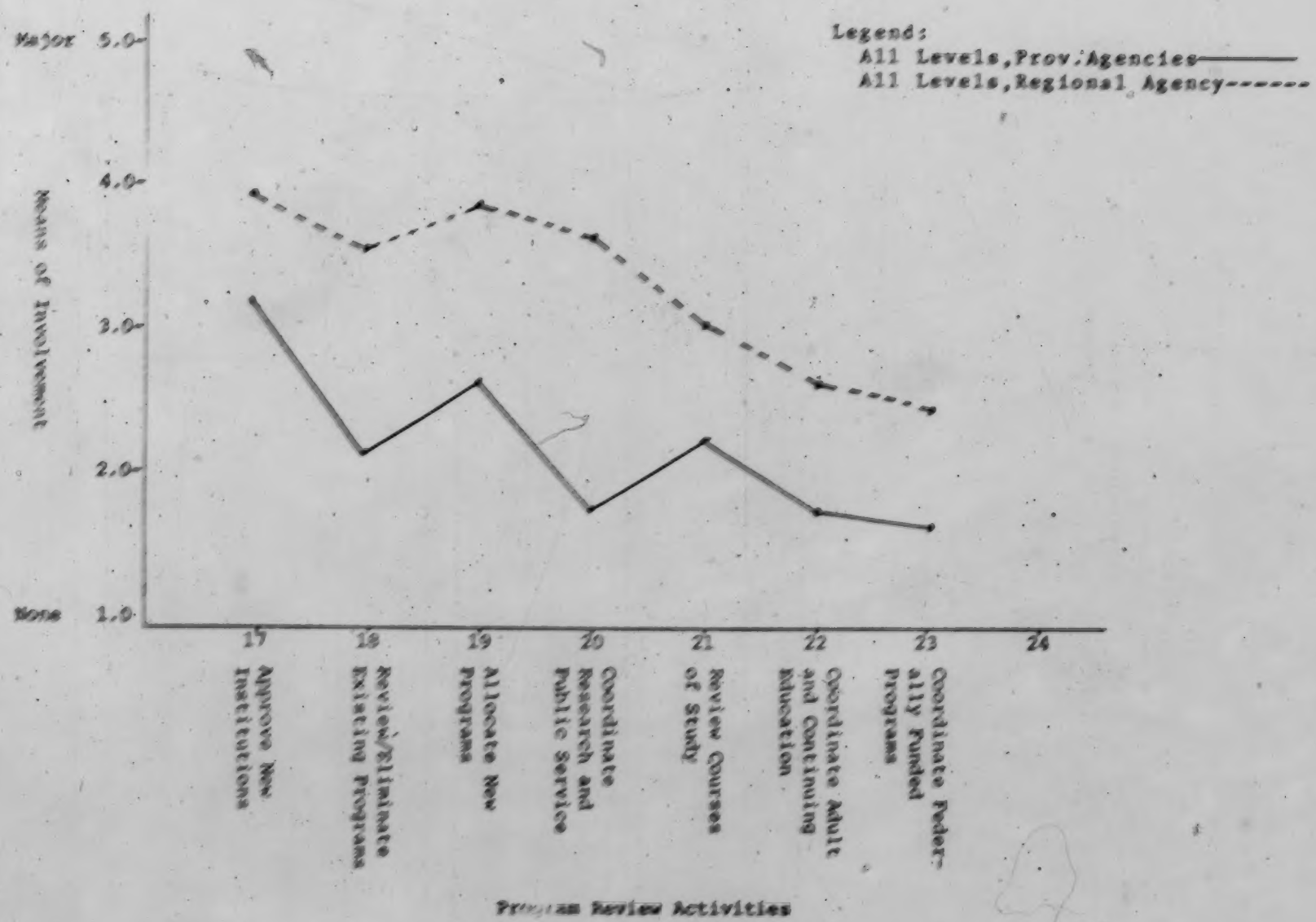
Expected Involvement, Regional Agency
N.B.
N.S.
P.E.I.
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
17 Approve New Institutions
18 Review/Eliminate Existing Programs
19 Allocate New Programs
20 Coordinate Research and Public Service
21 Review Courses of Study
22 Coordinate Adult and Continuing Education
23 Coordinate Federally Funded Programs
Program Review Activities


Legend:
All Levels, Prov. Agencies
All Levels, Regional Agency
Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
8 Task Forces and Special Reports
7 Information Data Base
6 Clarify Aims and Purposes
5 Priorities in Long-Term Financing
4 Support Special Regional Centres
3 Promote Cooperation (Regional)
2 Promote Cooperation (Provincial)
1b Develop Master Plan (university)
1a Develop Master Plan (post-secondary)
Planning Activities


Major 5.0
4.0
3.0
2.0
None 1.0
Means of Involvement
Legend:
All Levels, Prov. Agencies
All Levels, Regional Agency
9a Prepare a Financial Plan (one year)
9b Prepare a Financial Plan (Multi-year)
10 Determine Support Allocations
11 Review and Approve Detailed Budgets
12 Approve Capital Grants
13 Approve Building Plans
14 Uniform Accounting and Auditing
15 Pooling Requisitions on Expensive Items
16 Special Grants for Innovation
Budget Review Activities


Legend:
All Levels, Prov. Agencies
All Levels, Regional Agency
Major
None
5.0
4.0
3.0
2.0
1.0
Means of Involvement
17 Approve New Institutions
18 Review/Eliminate Existing Programs
19 Allocate New Programs
20 Coordinate Research and Public Service
21 Review Courses of Study
22 Coordinate Adult and Continuing Education
23 Coordinate Federally Funded Programs
24
Program Review Activities